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ABSTRACT

The beginning of this report briefly describes recommendations made to restructure Wisconsin's kindergarten through grade 12 school guidance and counseling programs and to charge school counselors with the task of providing all youth with comprehensive career development. Four components were recommended by the Wisconsin K-12 Guidance Implementation Panel: (1) create a new career information and employment data system; (2) establish local Career Resource Information Centers to provide one stop shopping for youth and adults to access comprehensive career education and job training information based on a new career information and employment data system; (3) transform the role of school counselors to support students in career development; and (4) establish a coordinated social services referral system so that students receive effective help in crisis situations. Each of these four components is discussed in this report and, for each component, the rationale, list of key principles and activities for a Wisconsin Career Information and Employment Data System, and implementation strategies are provided. A number of relevant materials are appended, including a report of the Secretary's Commission on Achieving Necessary Skills; the Wisconsin Student Assessment System; an appointment letter and list of panel members; the report "Status of School Counseling Programs: Implications for the School to Work Transition"; "Voices from School and Home" (a report); Wisconsin sources of labor market information; the current Wisconsin employment and training system (two charts); education, employment, and training programs; and the Level III Wisconsin Developmental Guidance Model. (NB)

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New Approaches to Career Counseling and Guidance



Report of K-12 Counseling Implementation Panel
November 2, 1992

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Submitted to
The Wisconsin Executive Cabinet for a Quality Workforce

Wisconsin Department of Public Instruction / Herbert J. Grover, State Superintendent

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Bulletin No. 93375

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Introduction

The Challenge

America will not be able to choose a high productivity, high wage future unless it charts a sharp change of course. Our future depends on having highly skilled, highly motivated workers on the front line. That is not what our education system was designed to produce.

There is no curriculum to meet the needs of non-college bound youth, no real employment service for those who go right to work, few guidance services for them, no certification of their accomplishment and, ...no rewards in the workplace for hard work in school.

The tragedy is that we communicate to millions of students every year, especially to low income and minority students, that we do not believe they have what it takes to learn. They then live up to our expectations, despite evidence that they can meet very high performance standards under the right circumstances.

*America's Choice: high skills or low wages!
(How we Prepare Our Children for Work)*

Taken together, these articles point out that the majority of college graduates will most likely still end up in college-level occupations and that, regardless of which measures are used, college graduates, on average, earn more than those with less education. But they also make clear that a college degree itself does not guarantee its recipient a high paying job or even one that requires college.

*Occupational Outlook Quarterly
U.S. Department of Labor, Summer 1992
(More College Graduates May Be Chasing Fewer Jobs)
(College Graduates: Do We Have Too Many or Too Few?)*

The Response

The *Secretary's Commission on Achieving Necessary Skills (SCANS)* calls for schools to provide educational experiences that address the skills and competencies youth need to succeed in the world of work. To accomplish this educational transformation, SCANS recommends reinventing schools to teach work place know-how from kindergarten to college in a system where differences in family income, English proficiency, and differences in learning style are not barriers to high quality learning opportunities. The enemy, according to SCANS, is a rigid insistence on a factory model of schooling which refuses to accommodate diversity or to allow students with special strengths to function productively. (Appendix A, SCANS, *Executive Report*)

Wisconsin's response to the challenge is the **SCHOOL TO WORK TRANSITION INITIATIVE**. This program calls for restructuring the K-12 education experience to provide **ALL** students with a solid academic program. At the end of 10th grade, after earning the Certificate of Initial Mastery, Wisconsin students can select Youth Apprenticeship, Tech Prep, and/or college preparation. (Appendix B, *Wisconsin Student Assessment System*)

To help students and their parents make effective decisions in the school to work transition, the Governor's Cabinet for a Quality Workforce, in cooperation with the Department of Public Instruction (DPI), appointed the K-12 Guidance Implementation Panel, financed by a grant from the national Council of Chief State School Officers. This Panel was charged with creating a statewide system of guidance and counseling support services for youth participating in all opportunities in the Wisconsin **SCHOOL TO WORK TRANSITION INITIATIVE**. The purpose of this group was to recommend a statewide K-12 guidance system that joins both academic and career information so that 10th graders and their parents can make informed choices about Tech Prep, Youth Apprenticeship, and/or college preparation. (**Appendix C, Appointment letter and list of panel members**)

The Status Quo

The report, *Status of School Counseling Programs: Implications for the School to Work Transition*, presented findings and recommendations for consideration by the Panel. (**Appendix D**). Data for the study was drawn from the Department of Public Instruction audits of Wisconsin local school districts.

Significant observations from this report which relate to the purpose of the K-12 Guidance Implementation Panel include:

- School counselors, with average pupil/counselor ratios of 1/460, are directed to focus much of their time on record keeping, administrative responsibilities, or crisis interventions with students. As a result, comprehensive career exploration and planning is lacking. In one large school district 67% of counselor time is focused on non-counseling activities.
- Guidance and Counseling Services, mandated by state education standard (1)(e), Wisc. stats. 121.02 are fragmented and unevenly implemented, especially at the high school level.
- Staff development for school counselors seldom addresses school to work issues.
- School counselor university preparation lacks not only an in-depth study of career exploration and planning but also is not required to prepare school counselors as career resource advisors.
- Many school counseling offices lack adequate facilities. Students have uneven access to information on the world of work.

An earlier study found that:

Wisconsin parents and students have little faith in high school counseling departments and do not believe that high school counselors are currently capable of exposing students to the real world of work.

...The majority of parents and students believe the career counseling system will have to change dramatically before students will be prepared to make a decision about the [school to work transition] by the end of their sophomore year.

Both parents and students express strong criticism of the current counseling system...

Parents believe counselors are biased toward college-bound students and discourage rather than encourage students who are having trouble finding their way through school. "All my kid gets from his counselor is 'I don't have time, make an appointment, I don't have time to talk to you.' He's in the 10th grade and already feels like a failure."

Students complain that counselors show little interest in them until they reach the 12 grade and that the interest tests they administer are superficial indicators of what students are likely to be good at.

(Appendix E, *Voices from School and Home...Observation #26*).

Both reports support restructuring Wisconsin K-12 school guidance and counseling programs. This restructuring requires a clearly defined career counseling role for all school counselors. School counselors also need effective linkages with social service agencies and community health providers to offer support to those students whose social, emotional or medical problems interfere with their ability to learn. Business and industry must join the effort to make clear to students the relationship between instruction, curriculum, high performance standards, and the world of work. It is not sufficient simply to refocus the role of counselors in the K-12 system unless government agencies streamline delivery systems to address the bewildering array of services, programs and providers of education, job training and access to employment.

The K-12 Panel offers a comprehensive new system integrating education, job training, employment data, private sector commitment and social services. At the heart of this new system is a transformed role for school counselors which focuses on providing all youth with comprehensive career development.

To build this new system, the K-12 Guidance Implementation Panel urges the Executive Cabinet for a Quality Work Force to create both the authority and funding mechanism to assure that each of the following components operates as part of a fully integrated system.

1. Create a new career information and employment data system.
2. Establish local Career Resource Information Centers to provide one stop shopping for youth and adults to access comprehensive career education and job training information based on a new career information and employment data system.
3. Transform the role of school counselors to support students in career development.
4. Establish a coordinated social services referral system so that students receive effective help in crisis situations.

COMPONENT #1

Create a new career information and employment data system.

Rationale

No effective system exists at the local level for matching employer needs with readily available skill development programs.

At the local labor market level...Lack of information on provision, price and quality continually frustrates the efforts of employers, agency officials and customers to navigate the system.

The result is a crazy quilt of competing and overlapping policies and programs, with no coherent system of standardization or information exchange services on which various providers and agencies can rely.

*America's Choice: high skills or low wages!
(The Education and Training of America's Adult Workers)*

No effort is more fundamental to improving the school to work transition for youth than the creation of a systemic data base of labor market information and job opportunities. Current labor market information data bases are generally designed to support a complex array of information needs. These data bases are not intended to serve job seekers. Job-seekers or youth considering job training and career education face a jumble of information based on 12,000 classifications in the U.S. Department of Labor's *Dictionary of Occupational Titles*. There is no concise, systematic, client-driven link between labor market information, job vacancies, employer training needs, education and job-training programs at the local level.

Wisconsin has made initial efforts through services like the **Wisconsin Career Information System (WCIS)** to integrate current labor market information with education, employment and training opportunities. However, employers' "demand side" forecasting data, and information about the labor supply in education and job training programs is neither readily available, nor collected for purposes which integrate into a comprehensive labor market information data system. Yet, employers report being asked to provide data about their labor needs to multiple agencies and educational institutions with little or no apparent return. (**Appendix F, Wisconsin Manufacturing and Commerce Source of Labor Market Information**).

Key Principles and Activities for a Wisconsin Career Information and Employment Data System.

- Upgrade and restructure OETIS (Occupation Education Training Information System) to provide labor supply data including data from education institutions, apprentice programs, and training program completers.

- Require employers to provide "demand side" data which reflects anticipated employment and training needs in exchange for a streamlined data collection process.
- Develop and maintain an electronic data base and information delivery system which provides career information and job availability data in a user friendly and accessible manner for both youth and adults.
- Encourage federal agencies such as the Department of Labor and the Department of Education to build a national information system which integrates labor market information, job-training and education data with national industry skill standards so that job-seekers and youth can understand the relationship between career preparation and employment.

Implementation Strategies

- The Panel urges the Executive Cabinet for a Quality Work Force to create both the authority and funding mechanism to assure that component #1 operates as part of a fully integrated system.
- Empower the Department of Industry, Labor, and Human Relations to:
 - explore current labor market and employment data collection activities to streamline and combine information.
 - require all education institutions and publicly administered job training programs to provide supply data about enrollees as well as graduates.
 - create new and/or expand data processing capacity so that providers and users have access to current and accurate career information and employment data.
 - invest in modern career information delivery system which is user friendly, customer-driven and accessible during non-business, weekend and evening hours.
 - design a process to obtain input from customers and to assure continual system improvement.

COMPONENT #2

Establish local Career Resource Information Centers to provide one stop shopping for youth and adults to access comprehensive career education and job training information based on a new career information and employment data system.

Rationale

...The foreign labor market services are carefully integrated, providing a 'one stop shop' for training and employment needs...

*America's Choice: high skills or low wages!
(Voices From Abroad)*

...Today, we blame schools for not providing the type of workers employers want, yet employers are rarely involved in student's education and training.

Tomorrow, we must share responsibility with the schools for defining standards of professional competence and take the lead in helping students cross the bridge from school to work.

*America's Choice: high skills or low wages!
(The Choice)*

Business and industry in Wisconsin has a vital role to play in helping youth make a successful transition from school to work. Establishment of Career Resource Information Centers across the state would provide a focus for business and industry efforts to link students with real world information about the world of work. These Centers should be headed by a Career Consultant from the private sector who bring volunteers from community and regional employers into direct contact with middle and high school students and their parents.

Key Principles and Activities for Career Resource Information Centers (see page 8)

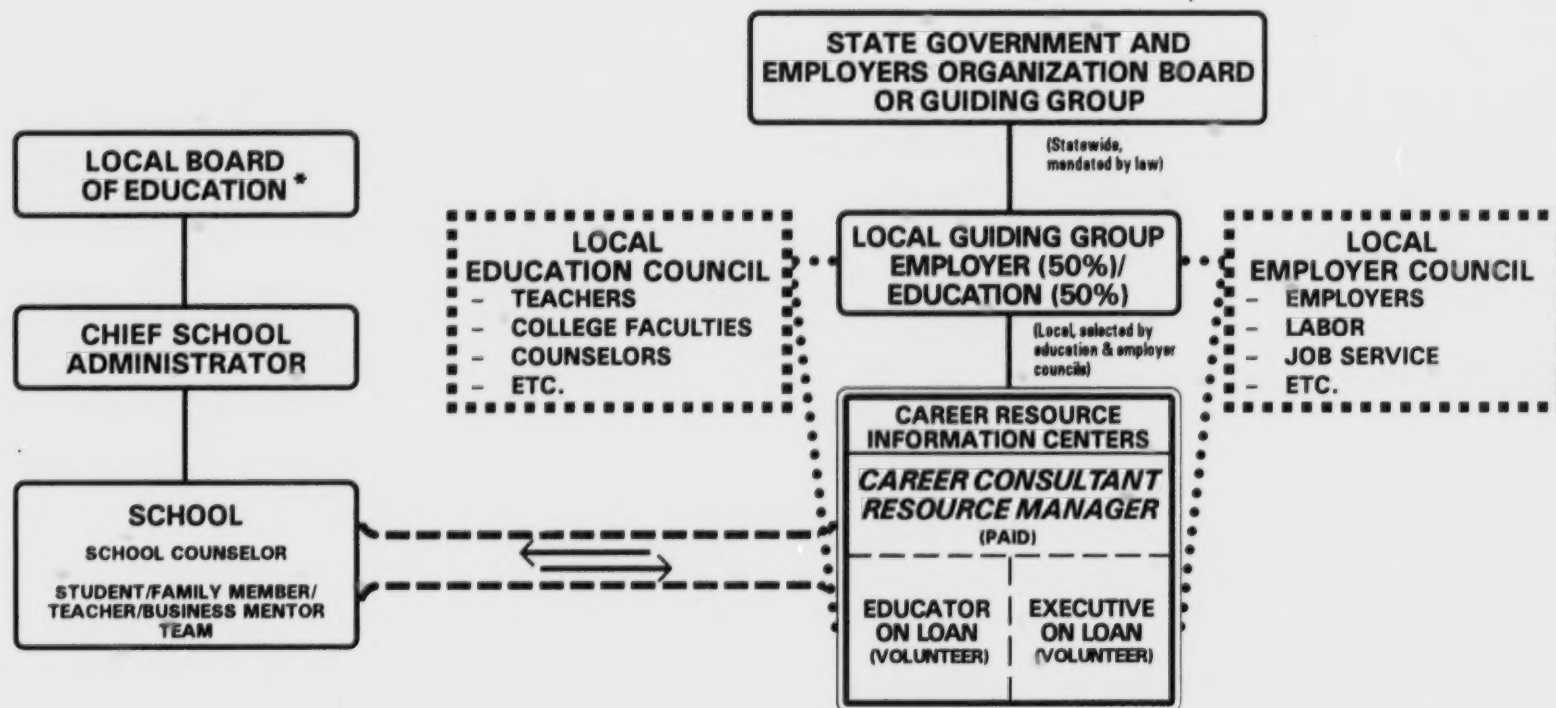
- Establish a local guiding group composed of 50% educators and 50% employers to manage resources and assure equitable delivery of career advising to all users of the Centers.
- Manage each Career Resource Information Center through a private sector Career Consultant who is responsible for bringing business and industry volunteers as career advisors into direct contact with youth.
- Coordinate career advising services for youth with school counselors as well as parents.
- Coordinate resources from both the public and private sector to streamline fragmented education and job training services. (**Appendix G, Current Wisconsin Employment and Training System**).

- Link school activities such as education for employment, Youth Apprenticeship and work experience, and Tech Prep with community and area employers.
- Insure accessibility of data and services during non-traditional school and business hours.
- Develop alternative data and service delivery mechanisms to insure access for all populations.

Implementation Strategies

- The Panel urges the Executive Cabinet for a Quality Work Force to create both the authority and funding mechanism to assure that component #2 operates as part of a fully integrated system.
- Create Career Resource Information Centers which operate under a state organization board or guiding group with local private sector and education involvement.
- Empower the Department of Industry, Labor, and Human Relations to:
 - provide all Centers with connection to data systems support to utilize resource and service pooling.
 - consider alternative delivery mechanisms such as mobile high tech career resource units to serve rural or isolated areas.
 - expand training opportunities so school counselors, job service analysts, and career volunteer advisors understand the capacity of the new career information and employment data system to help youth to learn about work, education and job training.
- Review current state and federal funding of existing job counseling programs to reallocate resources to support new Centers for youth and adults. (**Appendix H, *Education, Employment and Training Programs***)
- Market the **SCHOOL TO WORK TRANSITION INITIATIVE** to focus student, parent, employer, community, and government support for education for employment.

CAREER CONSULTANT RESOURCE MANAGER



KEY PRINCIPLES

- The State Government and Employers Board or Guiding Group is an intergovernment agency with both the authority and funding to ensure that the Career Resource Information Centers can operate as part of an integrated system to coordinate resources and services.
- The local Guiding Group provides leadership and resources for each local Career Resource Information Center.
- The Career Consultant Resource Manager brokers services and information between the private sector and the school system.

* A local consortium of school districts can be organized in low population density areas.

October 15, 1992

COMPONENT #3

Transform the role of school counselors to support students in career development.

Rationale

Parents and students do not believe that today's 16 year olds have had adequate career counseling as well as accurate information about different industries and occupations. However, the majority of students and parents believe that if young people are well exposed to a variety of different industries, occupations and work sites in the 9th and 10th grades, they would be prepared to make a responsible decision to enter a youth apprenticeship program by the end of their sophomore year. One student put it this way, "you shouldn't wait until senior year to find out about jobs. When I was a sophomore, I didn't know what was out there. You need to think about it in sophomore year and take classes at the same time that help you sort out what you want to be."

In general, both parents and students believe that young people lack solid information and understanding about what kinds of jobs are out there and the skills necessary to obtain good jobs. A South Milwaukee parent put it this way: "Kids don't know what's out there. They know this guy down the street who's a lawyer and they know what a doctor is, but there's a lot they don't know! There are things out there they might be really interested in but they don't know what exists. If you had a mandatory career orientation program...where you brought all types of outsiders in, I think that would help kids a lot."

Parents noted that choosing a college by a student's senior year is about the only real choice currently expected of high school students - a choice that we know only about half of all students will ever make...

Across the state, parents and students made innovative suggestions about ways to expose students to career options and the workplace. The most popular idea for increasing knowledge of careers and work in high school is a life and career planning experience... Parents and students believe that all students, both college and non-college bound, should be asked [to explore] a wide variety of career options...including professional, technical, and administrative occupations."

**Appendix E, Voices from School and Home...
Observations 12 and 13**

Key Principles and Roles of School Counselors (see pages 11 and 12)

- Establish a new K-12 guidance system transforming the role of the school counselors to:
 - coordinate development of student career portfolios with parents and teachers.
 - coordinate student career development activities with the Career Resource Information Centers as appropriate to grade level.
 - facilitate implementation of level III of the Wisconsin Developmental Guidance Model. (**Appendix I, Level III Wisconsin Developmental Guidance Model**).

- Free school counselors from extensive clerical duties, system (not student) scheduling activities, and record keeping duties to allow time for career guidance activities and referrals to the social services systems.
- Expand the role of business and industry in student career advising activities.

Implementation Strategies

- The Panel urges the Executive Cabinet for a Quality Work Force to create both the authority and funding mechanism to assure that component #3 operates as part of a fully integrated system.
- Require the Department of Public Instruction to:
 - revise and coordinate state standards for guidance and counseling, curriculum, regular instruction and education for employment (Wisc. Stats. 121.02 (e), (k), (l), and (m)) to assure all students have access to career exploration, awareness and planning to enhance the school to work transition.
 - review administrative code (PI-3 and PI-4) and strengthen counselor and teacher certification and licensing requirements so that post-secondary institutions better prepare education professionals to assist students in career development activities.
 - examine and recommend a funding mechanism to support school counselors by holding school boards and administrators accountable for giving priority to career counseling activities.
 - revise and publish a new edition of the *School Counseling Programs Resource and Planning Guide* (WDGN) to support local school districts in providing students Level III career counseling activities in a new K-12 guidance system.
- Utilize Cooperative Education Service Agencies (CESA's) to coordinate university and Department of Public Instruction staff development opportunities for school counselors.
- Promote business and industry involvement in offering employment and training opportunities for school counselors to learn about world of work.

NEW K-12 GUIDANCE SYSTEM

GRADES K - 5

Teacher Role

Classroom instruction per revised WDGM and Standards *L*, *k*, and *m* provided by teacher (under direction of school counselor)

Student Outcomes

Through revised WDGM and regular classroom curriculum, learn about:

- Academic competencies
- Personal/social competencies
- Career/vocational competencies

Counselor Role

Facilitates and directs revised WDGM curriculum and activities
- Provides responsive referrals

Student Portfolio

Student Portfolio is a record of academic and personal progress.

4TH GRADE MILESTONE ASSESSMENT

GRADES 6 - 8

Teacher Role

Classroom instruction per revised WDGM and Standards *L*, *k*, and *m* provided by teacher (under direction of school counselor)

Student Outcomes

Through revised WDGM and regular classroom curriculum, understand competencies

Counselor Role

Facilitates and directs revised WDGM curriculum and activities
- Facilitates/participates in Career Portfolio Team activities
- Refers to Career Resource Info Center
- Provides responsive referrals

Student Portfolio + Career Info

Beginning in 6th grade, career information is added to Student Portfolio. Student begins working with Career Portfolio Team (school counselor, teacher, family member, business mentor, & student) to guide student in exploration and planning of personal and career pursuits.

8TH GRADE MILESTONE ASSESSMENT

GRADES 9 - 10

Teacher Role

Classroom instruction per revised WDGM and Standards *L*, *k*, and *m* provided by teacher (under direction of school counselor)

Student Outcomes

Through revised WDGM and regular classroom curriculum, apply competencies

Counselor Role

Facilitates and directs revised WDGM curriculum and activities
- Facilitates/participates in Career Portfolio Team activities
- Refers to Career Resource Info Center
- Assists with individual student planning
- Provides responsive referrals

Student Portfolio + Career Info

Emphasis on student's career is increased in Student Portfolio and in Career Portfolio Team activities.

10TH GRADE GATEWAY ASSESSMENT CERTIFICATE OF INITIAL MASTERY

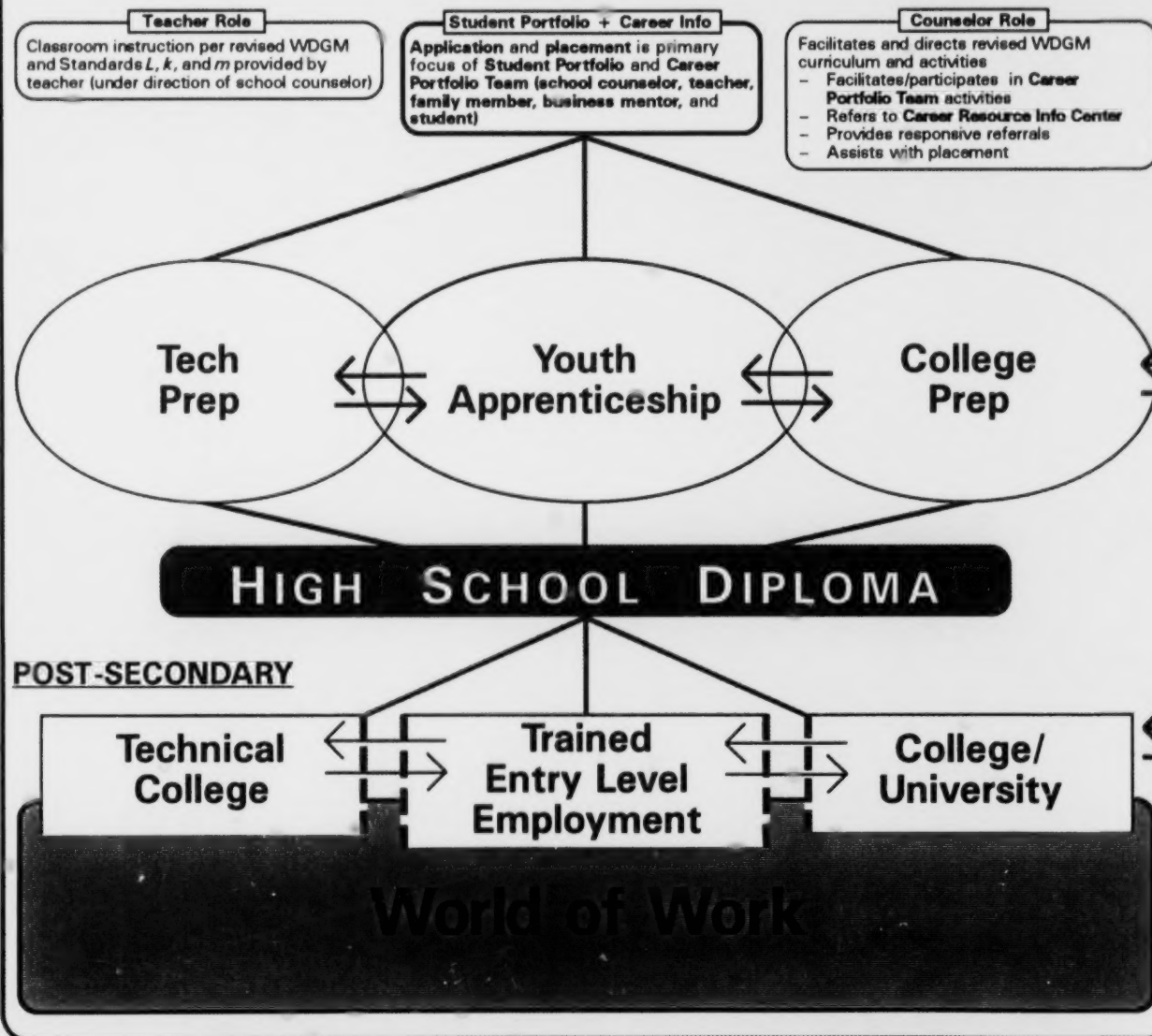
(GRADES 11 - 12, NEXT PAGE)

CAREER RESOURCE INFORMATION CENTERS

Career Resource Information Center

Under the direction of and coordination by the Career Consultant Resource Manager, career advisors from various state/private agencies provide information on specific job openings in the community, county, and state, as well as national labor trends, youth and adult apprenticeship opportunities, colleges and universities, and local vocational/technical programs.

GRADES 11 - 12



Career Resource Information Centers

Under the direction of and coordination by the **Career Consultant Resource Manager**, career advisors provide information concerning:

- specific job openings in local community, county, state, region, and country
- community, county, state, region, and national labor trends
- youth and adult apprenticeship opportunities
- local vocational/technical programs
- college and university programs and resources

The priorities/customers served by the Career Resource Information Centers are:

- K-12 students, staff, and parents
- Vocational, Technical, and Adult Education, college, and university students and staff
- Employers and labor
- Adult job seekers/career changers

The career advisors can be on loan from:

- Government institutions (Department of Public Instruction, Department of Industry, Labor, and Human Relations, Department of Health and Social Services, and Department of Development)
- Educational institutions (Wisconsin Career Information System, Vocational, Technical, and Adult Education, University of Wisconsin system, and private colleges and universities)
- Local employers and business organizations (including Chamber of Commerce, Wisconsin Manufacturers and Commerce Association, and business training personnel)

COMPONENT #4

Establish coordinated social services referral systems so that youth receive help in crisis situations.

Rationale

Wisconsin School Counselor Association representatives reported to the Panel that school counselors are inundated with daily student crises presented by dysfunctional families, suicides, alcohol and other drug abuse, school-age pregnancies, school-site violence, student homelessness, and so on. With these social ills besetting Wisconsin's families and children, school counselors are hard pressed to find adequate time and resources to provide developmental and career counseling to support students in the school to work transition.

Schools are often the only reliable institution in a young person's world. School counselors are not therapists, drug counselors, or psychiatric social workers; yet all too often school authorities and communities depend on school counselors in a crisis. There is minimal time available for career education!

Key Principles and Activities for a Coordinated Social Services Referral System

- State and local, public and private, social and medical service organizations must help youth through a strong collaboration with schools so that school counselors can refer students for help with confidence that prompt attention and follow-up is assured.

Implementation Strategies

- The Panel urges the Executive Cabinet for a Quality Work Force to create both the authority and funding mechanism to assure that component #4 operates as part of a fully integrated system.
- Require the Department of Public Instruction and the Department of Health and Social Services to:
 - create a coordinated social services referral system for youth in crisis situations.
 - improve alternative education programs for troubled youth.
- Request the Wisconsin Legislature to study all aspects of current statutory law impacting on youth to identify and correct provisions which inhibit streamlined service delivery.

CONCLUSION

Wisconsin needs a high quality integrated career information and employment data system to help all youth bridge from school to work. Such a system will require funding and management. The K-12 Guidance Implementation Panel struggled with the notion that systemic change is not plausible with marginal resources. But, the Panel also observed that significant federal, state and local revenues are currently allocated to provide labor market data, job counseling services for youth and adults, and partnerships between business and education. And yet, the evidence focuses attention on the fact that youth are ill-served by the existing system.

Preparing the skilled workforce for the future is everybody's dream but nobody's responsibility. The Governor's Cabinet for a Quality Work Force is urged to marshal resources from both the public and private sector and to lead a concerted effort to support career development counseling for all Wisconsin students.

The system we propose provides a uniquely...solution. Boldly executed, it has the potential not simply to put us on an equal footing with our competitors, but to allow us to leap ahead, to build the world's premier workforce. In so doing, we will create a formidable competitive advantage.

*America's Choice: high skills or low wages
(In Conclusion)*

Appendix A

LEARNING A LIVING:

A BLUEPRINT FOR
HIGH PERFORMANCE



A SCANS REPORT FOR
AMERICA 2000

EXECUTIVE SUMMARY

SCANS
THE SECRETARY'S COMMISSION ON ACHIEVING NECESSARY SKILLS
U.S. DEPARTMENT OF LABOR

APRIL 1992



★

PRINCIPLES AND RECOMMENDATIONS

The Secretary's Commission on Achieving Necessary Skills (SCANS) was appointed by the Secretary of Labor to determine the skills our young people need to succeed in the world of work. The Commission's fundamental purpose is to encourage a high-performance economy characterized by high-skill, high-wage employment.

Our primary message to schools is this: Look beyond the schoolhouse to the roles students will play when they leave to become workers, parents, and citizens.

Our message to teachers is this: Look beyond your discipline and your classroom to the other courses your students take, to your community, and to the lives of your students outside school. Help your students connect what they learn in class to the world outside.

Our message to employers is this: Look outside your company and change your view of your responsibilities for human resource development. Your old responsibilities were to select the best available applicants and to retain those you hired. Your new responsibilities must be to improve the way you organize work and to develop the human resources in your community, your firm, and your nation.

We want to state at the outset that the well-being of the nation—and its citizens—is not synonymous with economic status. There is much more to life than earning a living, and we want more from schools than productive workers. We want citizens who can discharge the responsibilities that go with living in a democra-

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tic society and with being parents. As we said in our first report: "A solid education is its own reward and has value beyond specific skills." We are not talking about turning our high schools into trade schools. Nor do we suggest that schools ignore the beauty of literature and scientific theories or the lessons of history and geography.

SCANS has focused on one important aspect of schooling: what we call the "learning a living" system. In 1991 we issued our initial report, *What Work Requires of Schools*. As outlined in that report, a high-performance workplace requires workers who have a solid foundation in the basic literacy and computational skills, in the thinking skills necessary to put knowledge to work, and in the personal qualities that make workers dedicated and trustworthy.

But a solid foundation is not enough. High-performance workplaces also require competencies: the ability to manage resources, to work amicably and productively with others, to acquire and use information, to master complex systems, and to work with a variety of technologies. This combination of foundation skills and workplace competencies—"workplace know-how" (see Exhibit 1)—is not taught in many schools or required for most diplomas.

The time when a high school diploma was a sure ticket to a job is within the memory of workers who have not yet retired; yet in many places today a high school diploma is little more than a certificate of attendance. As a result, employers discount the value of all diplomas, and many students do not work hard in high school.

As shown in Exhibit 2, the market value of a high school diploma is falling. The proportion of men between the ages of 25 and 54 with high school diplomas who earn less than

EXHIBIT 1

WORKPLACE KNOW-HOW

The know-how identified by SCANS is made up of five workplace competencies and a three-part foundation of skills and personal qualities that are needed for solid job performance. These are:

WORKPLACE COMPETENCIES — Effective workers can productively use:

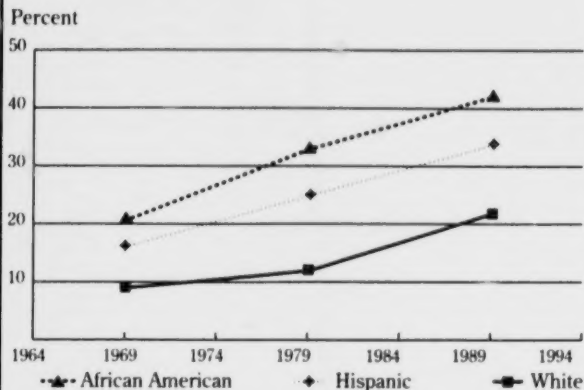
- **Resources**—They know how to allocate time, money, materials, space, and staff.
- **Interpersonal skills**—They can work on teams, teach others, serve customers, lead, negotiate, and work well with people from culturally diverse backgrounds.
- **Information**—They can acquire and evaluate data, organize and maintain files, interpret and communicate, and use computers to process information.
- **Systems**—They understand social, organizational, and technological systems; they can monitor and correct performance; and they can design or improve systems.
- **Technology**—They can select equipment and tools, apply technology to specific tasks, and maintain and troubleshoot equipment.

FOUNDATION SKILLS — Competent workers in the high-performance workplace need:

- **Basic Skills**—reading, writing, arithmetic and mathematics, speaking, and listening.
- **Thinking Skills**—the ability to learn, to reason, to think creatively, to make decisions, and to solve problems.
- **Personal Qualities**—individual responsibility, self-esteem and self-management, sociability, and integrity.

EXHIBIT 2

THE PROPORTION OF MALE HIGH SCHOOL GRADUATES UNABLE TO SUPPORT A FAMILY OF FOUR IS GROWING*



*Males ages, 25-54, with 12 years of education whose own earnings are less than the poverty level for a family of four. Family income may be higher.

Source: Sheldon Danziger, "The Poor," in David Hornbeck and Lester Salamon, *Human Capital and America's Future*. (Baltimore: Johns Hopkins Press, 1991), p. 148, and unpublished data for 1989.

enough to support a family of four above the poverty line is growing alarmingly. Among African-American men with 12 years of schooling, the proportion with low earnings rose from 20 percent in 1969 to 42.7 percent in 1989; among Hispanic men, from 16.4 to 35.9 percent; and among white men, from 8.3 percent to 22.6 percent. That is, in 1989 more than two in five African-American men, one in three Hispanic men, and one in five white men, all with high school diplomas, did not earn enough to lift a family of four above poverty. Unless there is a second earner, their families will not have what most would call a decent living.

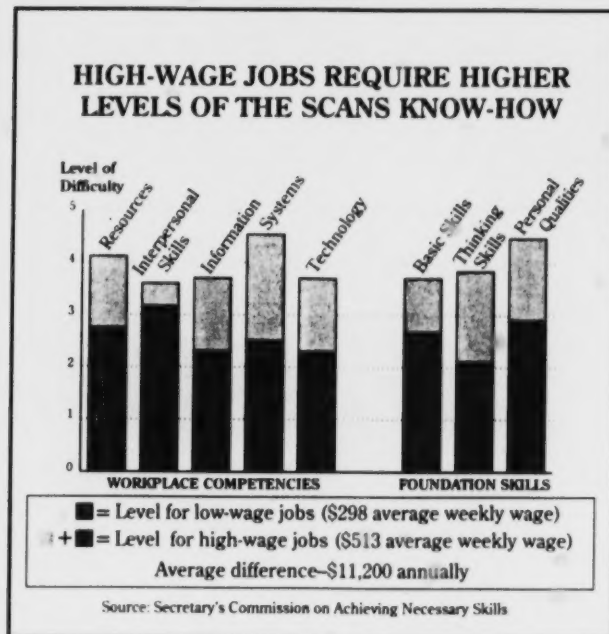
The workplace know-how SCANS has defined is related both to competent perfor-

mance and to higher earnings for the people who possess it. Exhibit 3 compares the know-how required in 23 high-wage jobs with the requirements of 23 low-wage jobs. The conclusion is inescapable: workers with more know-how command a higher wage—on average, 58 percent, or \$11,200 a year, higher.

Everyone must have the opportunity to reach the higher levels of skills and competencies shown in Exhibit 3. To that end, the Commission has recast the broad principles set forth in *What Work Requires of Schools* as the context for our recommendations:

- **The qualities of high performance that today characterize our most competitive companies must become the standard for the vast majority of our employers, public and private, large and small, local and global.**
 - **The nation's schools must be transformed into high-performance organizations.**
 - **All Americans should be entitled to multiple opportunities to learn the SCANS know-how well enough to earn a decent living.**
- To make this a reality we recommend:
1. **The nation's school systems should make the SCANS foundation skills and workplace competencies explicit objectives of instruction at all levels.**
 2. **Assessment systems should provide students and workers with a résumé documenting attainment of the SCANS know-how.**
 3. **All employers, public and private, should incorporate the SCANS know-how into all their human resource development efforts.**

EXHIBIT 3



4. The Federal Government should continue to bridge the gap between school and the high-performance workplace, by advancing the SCANS agenda.
5. Every employer in America should create its own strategic vision around the principles of the high-performance workplace.

IMPLEMENTATION

The Commission recognizes that nationwide policies are of little value until they are carried out by people on the front line. Cities such as Fort Worth, Los Angeles, Pittsburgh, Tampa, and Louisville and states such as Florida, Indiana, New York, and Oregon have taken steps to put the broad SCANS principles in place in their school systems at the local and state levels. In the corporate sector, TGI Friday's, MCI, Gannett, Motorola, NationsBank,

and AT&T (and its major unions) are taking action. A number of trade organizations in the hospitality field have joined together to introduce the SCANS language into their industry. The U.S. Department of Labor is moving to build SCANS into various aspects of Job Training Partnership Act programs. The Federal Government's Office of Personnel Management (OPM) is seeking ways to apply SCANS findings in skills centers for Federal employees.

These leaders and those who follow them can begin the systemic change to a high-performance future. In the process they will have to reinvent education, reorganize work and work-based learning, and restructure educational assessment.

REINVENTING K-12 EDUCATION

During the 1980s the United States, seeking to improve public schools, tried to get more results through tighter curricula, higher certification standards for teachers, and more testing of everyone. Despite the effort, students were performing essentially no better at the end of the decade than they were at the beginning. More of the same was not a successful strategy.

As this Commission argued in *What Work Requires of Schools*, American society today requires that elementary and secondary schools meet drastically different goals. The job now is to bring all students to a level that, in the past, only a small minority reached. Experts universally agree that this job requires reinventing elementary and secondary education.

President Bush and the nation's governors have agreed on a set of six goals for education. These goals have been generally agreed to by state governments, education leaders, and business groups such as the Business

Roundtable. SCANS supports all six goals; its recommendations are particularly pertinent to the two goals that refer to preparing youth and adults for productive employment in our competitive economy.

The experience of schools, districts, and states that are advancing toward high-performance schooling provides important lessons for educators wishing to teach the SCANS know-how:

- Teaching should be offered "in context," that is, students should learn content while solving realistic problems. "Learning in order to know" should not be separated from "learning in order to do."
- Improving the match between what work requires and what students are taught requires changing how instruction is delivered and how students learn.
- High performance requires a new system of school administration and assessment.
- The entire community must be involved.

Exhibit 4, drawn from experience in Fort Worth, Texas, outlines how the traditional classroom differs from the SCANS classroom. The conventions of today's classroom (teacher omniscience, student passivity and isolation, rigid disciplinary borders, and "abstracted" knowledge and facts) are replaced with sophisticated and more realistic concepts of instruction and learning (the teacher may not know all the answers, students often learn best in groups, and knowledge is related to real problems).

Resources

Of all the resources required for re-inventing schools around the SCANS ends, none are more important than those devoted to

teacher training and staff development. Providing training opportunities for instructional staff will be costly, especially if teachers and administrators are to be given the time they need during the school day and summers for training. But teachers, noninstructional staff, and building and school-district administrators need time if they are to:

- Develop new pedagogical skills required to teach in context and to develop active, collaborative learning environments;
- Learn new instructional management skills and use new instructional technologies to develop new ways of interacting with students; and
- Gain experience with the principles of high performance as applied in restructured workplaces.

Emerging instructional technologies promise to revolutionize teaching and learning by enabling teachers and students to change their traditional roles. When technology dispenses information, teachers are free to coach and facilitate student learning. With technology monitoring learning, students can become active learners, working to acquire new skills.

The SCANS competencies cannot be widely taught unless teachers have instructional materials: textbooks and other print materials, and computer-based and multimedia materials. Video and multimedia materials are essential to creating the realistic contexts in which the competencies are used.

Equity and Diversity

The changes advocated by the Commission promise great benefits to minority and low-income Americans. One-third of new entrants into the American labor force are members of minority groups; they are entitled to an education that will let them learn and will equip

EXHIBIT 4

THE CONVENTIONAL CLASSROOM COMPARED WITH THE SCANS CLASSROOM	
FROM THE CONVENTIONAL CLASSROOM	TO THE SCANS CLASSROOM
Teacher knows answer.	More than one solution may be viable and teacher may not have it in advance.
Students routinely work alone.	Students routinely work with teachers, peers, and community members.
Teacher plans all activities.	Students and teachers plan and negotiate activities.
Teacher makes all assessments.	Students routinely assess themselves.
Information is organized, evaluated, interpreted and communicated to students by teacher.	Information is acquired, evaluated, organized, interpreted, and communicated by students to appropriate audiences.
Organizing system of the classroom is simple: one teacher teaches 30 students.	Organizing systems are complex: teacher and students both reach out beyond school for additional information.
Reading, writing, and math are treated as separate disciplines; listening and speaking often are missing from curriculum.	Disciplines needed for problem solving are integrated; listening and speaking are fundamental parts of learning.
Thinking is usually theoretical and "academic."	Thinking involves problem solving, reasoning, and decision making.
Students are expected to conform to teacher's behavioral expectations; integrity and honesty are monitored by teacher; student self-esteem is often poor.	Students are expected to be responsible, sociable, self-managing, and resourceful; integrity and honesty are monitored within the social context of the classroom; students' self-esteem is high because they are in charge of their own learning.
Source: Fort Worth Public Schools.	

them to find and hold a decent job. Because children vary, not only as individuals but also as members of different cultural, racial, and ethnic groups, education must take into account three basic elements that contribute to this diversity:

1. Differences in family income,
2. Limited English-speaking proficiency (LEP), and
3. Differences in learning styles.

★

Variation and diversity are not the enemies of high-quality education. The enemy is rigid insistence on a factory model of schooling, a prescription for failure that refuses to accommodate diversity or to allow those students with special strengths to function productively.

REORGANIZING FOR HIGH-PERFORMANCE WORK AND WORK-BASED LEARNING

Both high-performance workplaces and highly trained workers are needed if we are to build a high-skilled, high-wage economy. Reinventing K-12 education is necessary but not sufficient because about 80 percent of the workers on whom American employers will depend as we enter the 21st century are already on the job. To create high-performance workplaces, employers must actively work to develop the skills and competencies of these workers. Only in this way can they constantly improve the quality of the goods and services they provide and satisfy their customers' needs.

Every American employer, public or private, large or small, local or global, must consider the human resources needed for high performance and high quality. Yet today, American companies do much less training than some of our international competitors; in fact, fewer than 10 percent of front-line American workers now receive training of any kind.

The Commission believes that employer-sponsored training, both public and private, must be upgraded and organized around the SCANS know-how. As a useful first step, coalitions of trade associations, business organizations, labor unions, and industry-specific groups could develop training strategies and materials around the SCANS know-how for use by all businesses, particularly small firms.

★

Many young people between the ages of 16 to 25 today are frustrated because their high schools talked of English and geometry, but their workplace speaks a different language. In a system that serves people beyond high school, employers would describe job requirements in terms of the SCANS workplace competencies and use these for recruitment and employee development. Human resource and training managers would reorient their education and training offerings to include not only job-specific skills but also the SCANS workplace competencies and foundation skills.

Providers of education—vocational schools, proprietary schools, community colleges, adult education, and work-based programs—would offer instruction and certification in SCANS workplace competencies. Referral agencies—job counselors in high schools, in employment agencies and the Employment Service, or in the skill centers newly recommended by the Administration—would assess their clients' SCANS workplace competencies, understand job and educational requirements and opportunities in the same terms, and refer clients to career-enhancing work and education.

RESTRUCTURING EDUCATIONAL ASSESSMENT

A system for assessing and certifying the SCANS workplace know-how is essential. If employers and colleges pay attention to the SCANS foundation skills and workplace competencies, students will work to acquire them. If teachers have to certify that the know-how is acquired, they will make the effort to teach it. If parents and community groups understand the standards that graduates are expected to attain, they will demand that their children reach these levels.



The Commission supports the emerging national consensus calling for a new, nationwide, voluntary assessment system. The Commission believes the system should incorporate new techniques of judging performance—not “tests” as traditionally understood, but assessment tied to learning goals. The National Council on Education Standards and Testing has endorsed including SCANS workplace competencies in the system it recommended, stating that the SCANS competencies “can and should be integrated into the national standards and assessments.”¹ The Commission hopes that the curriculum development work of several groups—the National Council of Teachers of Mathematics, the National Council of Teachers of English, the National Science Teachers Association, and others—will follow this advice.

The Commission believes that a national system, as recommended by the National Council on Education Standards and Testing, should integrate assessment of proficiency in SCANS know-how with other equally important outcomes of schooling. Such a system is needed to:

- Communicate world-class standards of curriculum content and student performance, and
- Certify individual performance and thereby motivate students and their teachers to meet these standards.

The challenge is to design a system that clearly establishes that all young people in our nation have the right to an education up to a recognized performance standard—without putting the burden of failure on students’ backs.

The Commission suggests establishing for all students, beginning in middle school, a

¹*Raising Standards for American Education* (Washington, D.C.: National Council on Education Standards and Testing, January 1992).



cumulative résumé. The résumé would contain information about courses taken, projects completed, and proficiency levels attained in each competency. A student who accomplishes enough to meet an overall standard would be awarded a certificate of initial mastery (CIM), a universally recognized statement of experience and accomplishment. The information would mean the same thing to everybody: this person has the SCANS workplace know-how noted here. (See Exhibit 5 for a hypothetical résumé.)

Students would be free to use their résumés in seeking employment or further education at any time. Employers could be expected to demand from students the highest level of certification that the job demands (i.e., high-performance workplaces can demand high skills including, but not limited to, those required for the CIM). It would be up to the consumers of this information—employers, colleges, the military, or others—to decide what weight to give each element in the résumé, using their own needs and criteria as guides.

In addition to the education-based assessment, a way to assess and certify persons who are already in the workforce (an experience-based assessment) is needed. The Federal Government, some private firms, and a coalition of trade associations in the hospitality industry have begun the hard work that will lead to the needed assessment tools.

IMPROVING THE “LEARNING A LIVING” SYSTEM

The Commission understands that preparation for work is only part of the mission of schools, and that school is only part of the

EXHIBIT 5

HYPOTHETICAL RÉSUMÉ

Jane Smith
19 Main Street
Anytown
Home Phone: (817) 777-3333

Date of Report: 5/1/92
Soc. Sec.: 599-46-1234
Date of Birth: 3/7/73
Age: 19

SCANS Workplace Competency

Resources
Interpersonal Skills
Information
Technology
Systems

Date	Proficiency Level
10/91	1
12/91	2
11/92	3
1/92	2
4/92	3

Core Academic and Elective Courses

English
Mathematics
Science
History
Geography
Fine Arts
Vocational/Industrial Education

Date	Proficiency Level
11/91	3
12/91	3
2/91	3
4/91	2
8/91	1
11/91	4
4/92	2

SCANS Personal Qualities

Responsibility
Self-Esteem
Sociability
Self-Management
Integrity/Honesty

Average Rating	No. of Ratings
Excellent	10
Excellent	10
Excellent	8
Excellent	7
Good	6

Portfolios and Other Materials Available

1. Report on Grounds Keeping (Chemistry)
2. Video on Architectural Styles (Social Studies)
3. Newspaper Article Written

Reference
Mr. Kent
Ms. Jones
Ms. French

Extracurricular Activities

Newspaper
Basketball Varsity

Role
Reporter
Center

Date
9/89-1/90
9/90-6/91

Reference
Frank Jones (Adviser)
Dean Smith (Coach)

Awards and Honors

Teen Volunteer of the Year
Class Secretary

Date
6/91
9/91-1/92

Source
Rotary Club
Lincoln High School
Earned
300

Reference
John Grove
Emma Rice
Required
500

Points Toward Certificate of Initial Mastery

(Supplied by Student)

Work Experience
Volunteer Work

Date
6/88-6/89

Place
St. Joseph Homeless Shelter

Reference
Father John O'Connell
(508) 296-3304

Summer Camp Counselor

6/91-8/91

Camp Kiowa

Susan Miller
(508) 628-5128

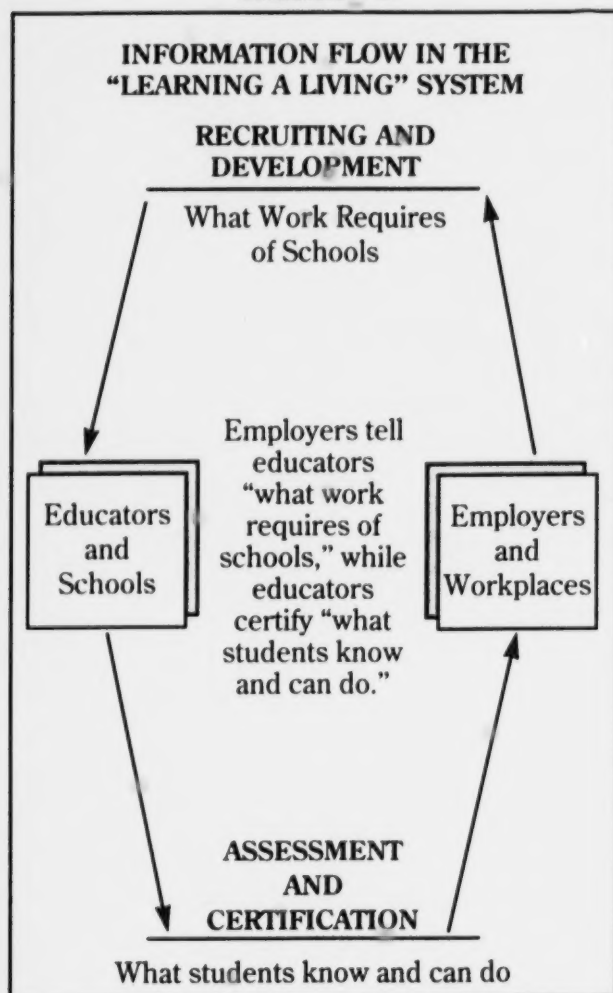
Office (Word Processor)

1/90-5/92

PDQ Secretarial Help

Myrna Copper
(508) 389-0202

EXHIBIT 6



learning process. President Bush has spoken of the need for America to be a nation of learners and for the "education revolution" to extend beyond the schools into the community. This report is concerned with those parts of education and work that form the "learning a living" system (see Exhibit 6).

The box on the left side of Exhibit 6 represents education. Within it, at least through the second year of high school, students learn the SCANS know-how in English, math, science,

history, and geography; in other classes (e.g., art); and in extracurricular activities.

The basic idea is that all students follow a common academic program, a single track, until they are about 16. After age 16, some students are more likely to be learning the SCANS know-how in the context of work, perhaps by specializing in the application of the competencies to a particular industry, such as manufacturing or hospitality.

Some of these students will go on to community colleges in a 2+2 tech-prep program, a program that begins with the last two years of high school and leads to an associate degree after two years of college. Other students will continue to learn the SCANS know-how in academic courses as they move toward a four-year college program. Others will, after graduating, go directly to work and work-based learning, including apprenticeship.

The box on the right side of Exhibit 6 represents employers and work-based education. Within it, workers pursue learning that continues for a lifetime. This box includes the human resource functions of recruiting, developing, and retaining employees. Workplace education produces portable certificates that are valued in many workplaces.

Information should flow from employers to educators through recruiting and employee development activities, including the ways in which employees progress up career ladders. Educators, in turn, should inform employers of the workplace competencies that students have attained. Today, neither employers nor educators receive or deliver information effectively. The SCANS aim is to improve the information flow (and the learning and earning) so that the economy will deliver the high productivity and wage increases that characterized the United States in the years from 1937 to 1973.

EXHIBIT 7

THE COMMISSION RECOMMENDS FULL IMPLEMENTATION OF THE FOLLOWING ACTIONS BY THE YEAR 2000:

Reinventing Schools

- Workplace know-how (the SCANS foundation skills and workplace competencies) should be taught along the entire continuum of education, from kindergarten through college.
- Every student should complete middle school (about age 14) with an introduction to workplace know-how.
- Every student by about age 16 should attain initial mastery of the SCANS know-how.
- Every student should complete high school sufficiently proficient in the SCANS know-how to earn a decent living.
- All federally funded programs for youth and adults, including vocational education programs, should teach the SCANS know-how.

Fostering Work-based Learning

- Federal, state, and local agencies should incorporate SCANS workplace competencies into their own employee programs.
- Private-sector work-based training programs should incorporate training in the SCANS workplace competencies.

- Coalitions of businesses, associations, government employers, and labor organizations should teach the SCANS competencies to the current workforce, including employees of small businesses.

Reorganizing the Workplace

- The vast majority of employers should adopt the standards of quality and high performance that now characterize our most competitive companies.
- Firms should develop internal training programs to bring employees to the proficiency in the SCANS competencies needed for high-performance work organizations.

Restructuring Assessment

- A national education-based assessment system should be implemented that will permit educational institutions to certify the levels of the SCANS competencies that their students have achieved.
- Public and private employers should define requirements for higher-level competencies.
- Employment-based assessments should permit diagnoses of individual learning needs.

Exhibit 7 outlines the actions that are needed to reach the SCANS goals. Unless the nation takes forceful action on this agenda, the nation's schools, employers, students, and workers will not fare well in the next century.

This, the SCANS final report, provides a blueprint for groups at the national, state, and local levels. Each community must decide what resources will be allocated to create a system

that will meet its specific goals. But first, each must become involved in a conversation about its place in a fast-changing world as we approach the year 2000. Our nation's ability to lead in a global economy will depend on the outcome of those conversations. This Commission is confident that once they are informed, communities will commit themselves to maintaining the American dream for themselves and their children.

Appendix B

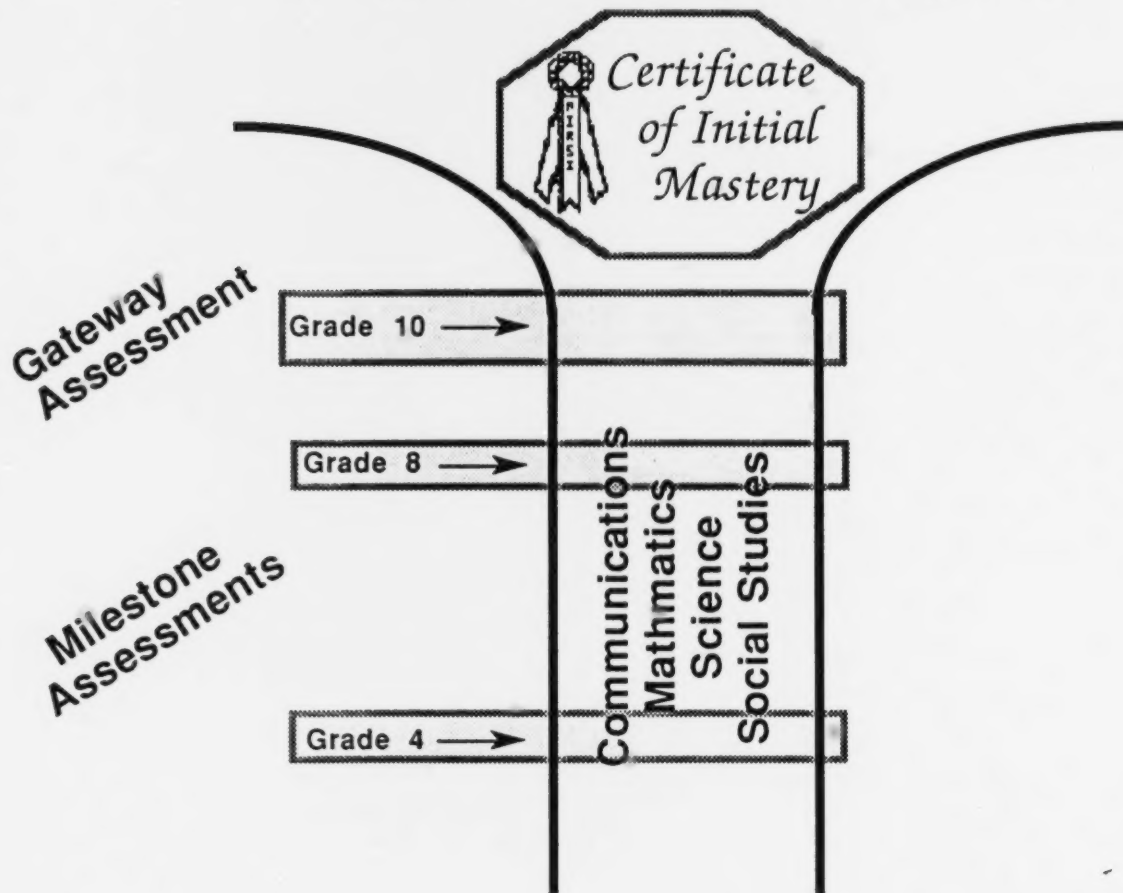
Assessment for School-to-Work Transition

Postsecondary Options

Work * VTAE * College

11th and 12th Grade Options

Youth Appren. * Tech Prep * College Prep



Appendix C

Tommy G. Thompson
Governor

James R. Kinner
Secretary



Mailing Address:
Post Office Box 7868
Madison, WI 53707-7868

State of Wisconsin
Department of Administration

101 South Webster Street • Madison, Wisconsin

February 28, 1992

Dear

As you may know, the Executive Cabinet for a Quality Workforce was created by Governor Tommy Thompson last September through Executive Order.

Comprised of leaders in business, government, education and labor, the nine-member Executive Cabinet has been charged with the responsibility to implement new strategies which will improve the quality of Wisconsin's current and future workforce.

The Cabinet's initial efforts will focus on the printing and metalworking industries, counselling and a Milwaukee initiative.

As Executive Cabinet Chairman, I have asked La Crosse Public School Superintendent Richard Swantz to lead the Counselling group. This select team of ten to twelve public and private sector leaders will first focus on ways to improve the quality and scope of counselling services provided to Wisconsin's school-age youth.

The responsibilities of this group will eventually be expanded to include the broader issue of job and career counselling for the unemployed and those in the workforce looking to advance their careers.

The Executive Cabinet has decided to focus on school-based counselling because of the concern that the 70 percent of high school graduates who do not go on to complete a college degree are not given sufficient information regarding the range of employment and training options which are available in this state.

Page 2

I also want to stress from the outset this group is not another study committee. This Implementation Group will be expected to recommend strategies which will bring about fundamental changes in counselling services.

You have been recommended as someone who would be an excellent candidate to serve as a member of the Counselling Implementation Group and I concur with this recommendation.

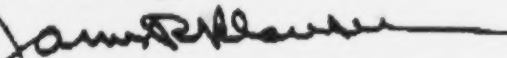
Therefore, I am writing to request your participation in this important new effort to revolutionize job and skill counselling in Wisconsin and to express my hope that you will accept this challenge.

If you are willing to accept this appointment, please contact Jennifer Nelson as soon as possible at (608) 266-8932 to confirm your participation in this effort.

If you would like more information on the work of the Executive Cabinet, or more information on the Counselling Implementation Group, please call Rick Berg at (608) 264-6181 or Counselling Chairman Richard Swantz at (608) 789-7628.

We hope to schedule the first meeting of the Counselling Implementation Group as soon as possible.

Sincerely,



James R. Klauser
Secretary

**K-12 COUNSELING IMPLEMENTATION
WORK GROUP
Appointed February 19, 1992**

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Herbert J. Grover
State Superintendent

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Madison, WI 53707-7841

MARKETING AND IMPLEMENTATION OF NEW APPROACHES TO CAREER COUNSELING AND GUIDANCE

Charge to the K-12 Counseling Implementation Work Group
April 9, 1992

Herbert J. Grover, State Superintendent

WISCONSIN SCHOOL-TO-WORK, TECH-PREP, AND YOUTH APPRENTICESHIP INITIATIVES

- Act 39, Wis. Stats. created a statewide system of youth apprenticeship, tightened child labor laws, assured tech-prep initiatives in all high schools, and required development of a gateway assessment initiative for all 10th graders.
- The Wisconsin Youth Apprenticeship Program design was approved by the Governor's Cabinet for a Quality Workforce on February 11, 1992.
- Wisconsin leaders in business, education, labor, and government have formally joined together to strengthen the quality of the state's existing and current work force. The Governor, by Executive Order #127, created the Cabinet for a Quality Workforce to assure coordination of government, business, and labor initiatives to train the existing and future workforce.
- Carl Perkins-applied tech-prep curriculum projects are currently funded in sixty-five local school districts, affecting nearly 5,000 public high school students.
- Education for Employment Councils, linking the local business and industry community in every Wisconsin school district, are now operating cooperative program activities from kindergarten through the high school grades.
- The Wisconsin DPI has designed the Gateway Assessment System components for statewide testing and portfolio development at grades 4, 8, and 10.
- Members of the Governor's Cabinet for a Quality Workforce formed a "speakers bureau" to promote youth apprenticeship programs operating under the jurisdiction of DILHR.

CHALLENGES FROM PARENTS AND STUDENTS

Wisconsin parents and high school students have stated very strong positions about how they want to see a school-to-work initiatives like youth apprenticeship and tech prep work. They understand the critical role of improved educational and career counseling in helping students make good choices about program entry and keeping school and job options open.

As reported in *Voices from School and Home: Wisconsin Parents and Students Focusing on Youth Apprenticeship*.

- Parents believed that an experience like youth apprenticeship could provide their children with a valuable focus for learning.
- Parents and students are confident that a 15 year old can make a responsible decision to participate in a youth apprenticeship program if provided with earlier exposure to the workplace and career options. However, neither group believes that students are receiving adequate career counseling or accurate information about different industries and occupations.
- Parents and students have little faith in the existing counseling system.
 1. Parents, especially, believe that counselors are biased toward college-bound students and discourage rather than encourage students who are having trouble finding their way through school.
 2. Both parents and students believe that counselors are out of touch with the world of work and do not have current knowledge about jobs, skill needs, and the changes that are currently transforming the world of business and industry.

NEW APPROACHES TO CAREER COUNSELING AND GUIDANCE

- Create a statewide system of guidance and counseling support services for youth participating in all options in the Wisconsin school-to-work transition initiative.

The K-12 Guidance Implementation Panel assembled here has representative support from business, labor, government, school counselors, and counselor educators from the University of Wisconsin System.

The working group is expected to complete recommendations by September 1992 on:

- an integrated youth counseling system that could be either internal or external to the K-12 school system.
- counseling systems to link Gateway Assessment and student decision making about youth apprenticeship, tech-prep, and/or college preparation.
- statewide access to labor market information provided by Jobs, Employment and Training Service sites at DILHR.
- refocusing of counselor preparation programs at UW System institutions to support the school-to-work transition for all students.
- revision of certification and continuing education requirements for youth counselors.
- definition of roles for business, industry, and labor in career education for youth.

Recommendations from the K-12 Guidance Implementation Panel must be bold and attack the status quo by:

- establishing a statewide system to assure all students access to current job information and educational requirements in all high schools.
- redirecting K-12 guidance and counseling state licensure requirements to support school-to-work transition for all students.
- integrating job counseling services at DILHR with appropriate K-12 guidance activities, and provide for the needs of special populations in rural as well as urban-area high schools.

- revising the *Wisconsin Developmental Guidance Model* to integrate middle-level education initiatives, Education for Employment requirements, and Gateway Assessment System guidance activities to support school-to-work decision making by students in all Wisconsin public high schools.
- strengthening business and industry partnerships by involving Education for Employment councils in each local education agency in providing job shadowing and industry-specific career education opportunities for all students to foster understanding of relationship between school and work.
- Re-focusing counselor education at UW System institutions.

FOLLOW-UP ACTIVITIES

- Promulgate new rules for certification of school counselors to support school-to-work initiative.
- Develop legislative budget initiative to allocate resources to support a statewide guidance information system that integrates Gateway Assessment and labor market information with student choice of youth apprenticeship, tech-prep, and/or college preparation.
- Prepare staff development and counselor training seminars to merge existing K-12 counseling activities with recommendations.
- Prepare business seminars on industry's role in developing support activities for K-12 counseling initiative.

Appendix D

The Status of School Counseling Programs: Implications for the School to Work Transition

**A Report on Findings from
School Standards Reviews 1988-1992**

**Wisconsin Department of Public Instruction
Herbert J. Grover, Superintendent
June 12, 1992**

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I. Summary of Observations

This report presents findings and provides recommendations for consideration by the Wisconsin K-12 Guidance Implementation Panel. The report focuses on the status of guidance and counseling programs in Wisconsin's K-12 schools. Particularly highlighted are those findings which relate to the school-to-work transition. The following list summarizes observations regarding present practices in school counseling programs:

- The high counselor/pupil ratio (approximately 1/460) in most school districts limits the services school counselors are able to provide.
- The ambiguity regarding conflicting counselor roles/expectations creates confusion among parents, administration, and staff.
- In some schools, counselors are isolated from other school personnel, parents, community members, and sometimes from the student body as well.
- Although counselors are trained in career exploration/planning, their expertise is rarely used to guide the integration of education for employment objectives and activities into the K-12 curriculum.
- In 33% of the districts, career exploration and planning in grades 5-8 falls short of the required semester length, is not coordinated with other school programs, or is unevenly implemented.
- Many counseling offices lack adequate facilities and resources. Students have limited access to materials.
- Developmentally based counseling for all K-12 students is the exception rather than the rule in Wisconsin schools.
- Many K-12 counselors are directed to focus much of their time on record-keeping, administrative responsibilities, or crisis interventions with students.
- Comprehensive program evaluation, the key to counseling program improvement, is lacking in most districts.

It should be noted that the changing characteristics of today's student populations have placed heroic demands on counselor time. Most counselors face additional responsibilities such as coordinating programs for at risk students or student assistance programs. As a result, crisis counseling often becomes the practice rather than exception.

These and additional observations appear in Sections III and IV of this report. Recommendations for consideration by the Wisconsin K-12 Guidance Implementation Panel follow in Section V.

II. Introduction

Purpose of Report

The purpose of this report is to provide the members of the Wisconsin K-12 Guidance Implementation Panel with information gathered during the Department of Public Instruction standards reviews of Wisconsin schools, specifically in the area of guidance and counseling services. The report will provide an overview of the current status of guidance and counseling services, the quality of those services, and the gaps identified through the audit process. The information provided in this report is intended to provide a background for the panel within which to evaluate the effectiveness of present guidance and counseling practices in Wisconsin schools. Findings from 73% of the approximately 428 school districts are represented.

Background

Wisconsin schools are at a cross-roads, as is education across the United States. National reports state that school systems are unresponsive to the changing economic realities facing workers. Increasing numbers of students are alienated from the educational process. Fragmented, assembly-line school days, ineffective assessment and irrelevant school experiences that rarely link school to life outside are some of the criticisms leveled at schools. But regardless of the conflicting opinions of who is to blame—a changing society with new economic realities or schools that still operate much as they did fifty years ago—the problems must be addressed.

The present emphasis on preparing Wisconsin school children in anticipation of attending college has become outmoded in our rapidly changing economy. Highly trained workers with relevant educational experience who are capable of critical thinking, problem solving, effective communication, and the ability to demonstrate responsibility and initiative are essential if the United States is to remain economically competitive. Our elementary, middle, and secondary schools need to provide an educational framework that links economic and social realities with the school experience. Many Wisconsin school districts are currently in the process of restructuring, adopting site-based management, undertaking curriculum reform, instituting community service, evaluating extra-curricular programs and examining pupil service programs, including school counseling programs. As an often misunderstood and undervalued component of school-based services to Wisconsin children, guidance and counseling program practices will also require evaluation and refocusing.

Feller and Daly (1992) noted that:

"Faced with students who do not understand the relationship between school and their futures and with a curriculum that does not respond to the needs of all students, counselors are now stressing the need for applied learning experiences and greater attention to career

planning and course relevancy."

"Many counselors recognize that the skills necessary for lifelong learning and successful long-term employment are the same. They recognize that debating the merits of vocational education over college prep is useless and irrelevant. In short, they recognize that students need both academic and vocational competencies if they are to prepare for more than dead-end jobs."

In 1986, Wisconsin school districts were challenged to create school counseling programs that moved from a traditional counseling program to a developmental model which serves all students. The Wisconsin Department of Public Instruction, *School Counseling Programs: A Resource and Planning Guide* (1989) states:

"What happens or fails to happen to children/adolescents developmentally will more than likely determine lifelong attitudes towards learning and help or hinder the acquisition of skills, attainment of career goals, and evolvement of satisfactory attitudes about self, society, family, and career. Wisconsin school guidance programs must be structured to anticipate the personal/social, career, and educational needs of pupils and ensure that these needs are met. Such an approach stresses prevention of problems by providing students with age-appropriate skills and information through instruction, group interaction, and individual counseling."

"There are numerous human resources in schools and communities to draw upon. A systematic approach to guidance can help make certain that the skills of the counselor are used to optimum advantage; that the invaluable work of psychologists, nurses, and social workers interfaces with the guidance program; that the classroom teacher's already important guidance role is strengthened; and that parents and other community resource people are kept informed and urged to participate more actively in the education of children. Parents have a particularly important role to play, as their guidance of children begins before and continues after the school experience. Family assistance and encouragement are critical as children develop thoughts and ideas about career choice, learning, themselves, and others. Thus, guidance of pupils as they develop personally, socially, occupationally, and educationally is the responsibility of the entire K-12 staff, parents, community, local business, and industry personnel."

"A comparison of traditional school guidance efforts with more contemporary developmental guidance programs is shown below. In this comparison, the emphasis shifts from working with individuals to working with all students, from remediation to prevention, from unplanned/unstructured to systematic/accountable."

Traditional

Crisis Counseling
Information Service
Career Information Service
Scheduling/Programming
Reactive
Clerical/Task-Oriented
Unplanned
Unstructured
Maintains Status Quo

Developmental

Preventive Plus Crisis Counseling
Guidance Curriculum
Career Planning and Development
Program Management
Proactive
Goal-Oriented
Planned Daily Activities
Accountable
Evaluates and Changes

"Guidance as an articulated program is the responsibility of school counselors trained to meet the certification standards of the Department of Public Instruction. Those certification requirements are intended to ensure that school counselors will have the knowledge and skills necessary to provide the unique service of counseling and to facilitate the systematic delivery by school staff and community resource people of a planned guidance program. The program planned by certified school counselors should assist all pupils with their personal/social, career, and learning development regardless of race, sex, exceptional educational need (EEN), economic status, or size and location of school they attend."

Overview of Standards Review Process

According to Wisconsin Administrative Code PI 8.02, the Department of Public Instruction is required to conduct annual audits of at least 20% of all school districts. The data for this report was gathered from 313 reviews conducted from 1988 to 1992, approximately 73% of the nearly 428 school districts in Wisconsin. By the conclusion of the 1992-1993 school year, each Wisconsin school district will have been reviewed for compliance with the twenty standards enacted by the state legislature in 1973 and 1985. At the time this report was prepared, all audits for 1991-1992 school year had not yet been completed.

The standard audit process involves the review of documentation prepared by the school district as well as interviews with administrators, staff, parents, community members, and students. While some of the material used to determine compliance findings involves written documentation, the results of interviews are essential to the process. Many of the observations in this report are drawn from interviews between the auditors, school counselors, and their clients.

The findings used by the standards review team during the school district audits—which are reported in Sections III and IV of this report—include the following categories: compliance, minimal compliance, exemplary compliance, working toward compliance, and non-compliance. The working toward compliance indicates that a district has a board-approved plan in place, a timeline to implement the plan, and has taken steps toward implementation.

III. The Counseling and Guidance Standard (e)

The Administrative Rule

As described in the *Wisconsin Educational Standards: A Blueprint for Excellence* (1991), the administrative rule (PI 8.01(23)(e)) defining the parameters of Standard *e* are as follows:

"Each school district board shall provide a program of guidance and counseling services for all pupils, which meets all of the following requirements:

1. The school district shall maintain a school board approved plan for the provision of a program of guidance and counseling services.
2. The program shall be developmentally based and available to every pupil in every grade of the school district.
3. The program shall be
 - a. Systematically planned by licensed school counselors in collaboration with other licensed pupil services staff, teachers, parents and community health and human services professionals.
 - b. Provided by licensed school counselors in collaboration with other licensed pupil services staff, teachers, parents and community health and human service professionals.
4. The program shall provide developmentally appropriate educational, vocational, career, personal and social information to assist pupils in problem solving and in making decisions.
5. The program shall include pupil appraisal, post-secondary planning, referral, research and pupil follow-up activities."

Implications of the Rule

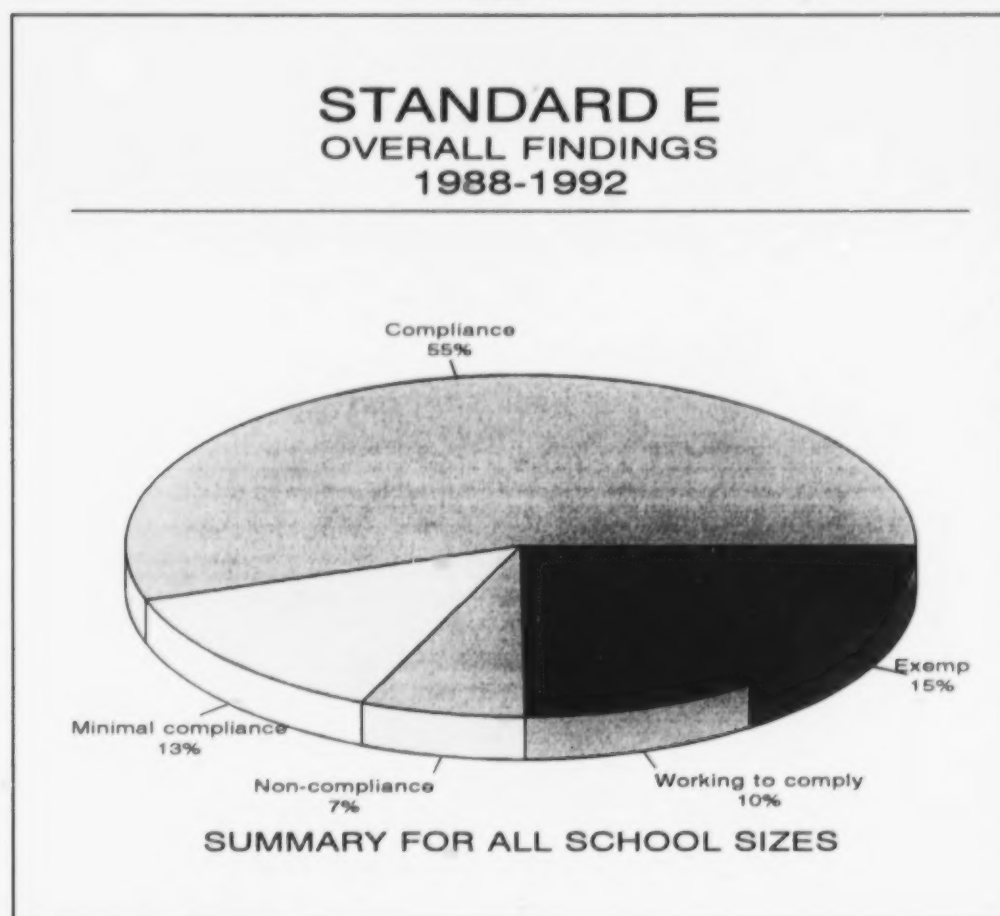
More specifically, quoting again from the *Wisconsin Educational Standards: A Blueprint for Excellence* (1991), a guidance and counseling program should

"...assist pupils with learning readiness, school achievement, career/vocational/employability skill development, goal setting, decision-making, and personal maturation. Such a program should be K-12 in scope; based on the personal/social, vocational, and educational development needs of all pupils; organized to provide a strong referral and networking system with a variety of guidance and counseling providers including other pupil services staff, teachers, parents, and community resources; organized with specific evaluation criteria; preventative in nature; managed and coordinated to be an integral part of the district's total educational program; and formed around a delivery system with counselors at the core and other services integrated into a total pupil services program."

Comprehensive program evaluation should occur on a regular basis at least once every five years with an annual assessment of progress. Parents, community members, students, and school staff are essential resources for providing information about the delivery and effectiveness of guidance

and counseling services. Their information and feedback provide important data for the development and/or revision of goals, objectives, and program activities. Failure to conduct both ongoing and comprehensive evaluation and setting of goals suggests that student needs are not provided for and/or anticipated. This results in guidance and counseling services that are crisis-driven rather than developmental in scope and preventative in delivery.

Chart 1



The Findings

Chart 1 shows the overall findings for the guidance and counseling standard in the 313 schools audited thus far. This standard, as noted above, requires that services be provided for all K-12 pupils. According to the audit data, 70% of all districts meet the requirements of Standard *e* at the compliance or exemplary level.

Chart 2 presents program compliance in the 313 school districts with seven required components listed in Standard *e*. These components—vocational, educational, and personal/social information, pupil appraisal, placement and referral, program evaluation, and follow-up—represent areas of information and services that districts provide for all students. The first three areas, vocational, educational, and personal/social information should be included in each district's developmental guidance curriculum as recommended in *School Counseling Programs* (1989). While many districts have this curriculum, implementation varies considerably at all grade levels.

Chart 2

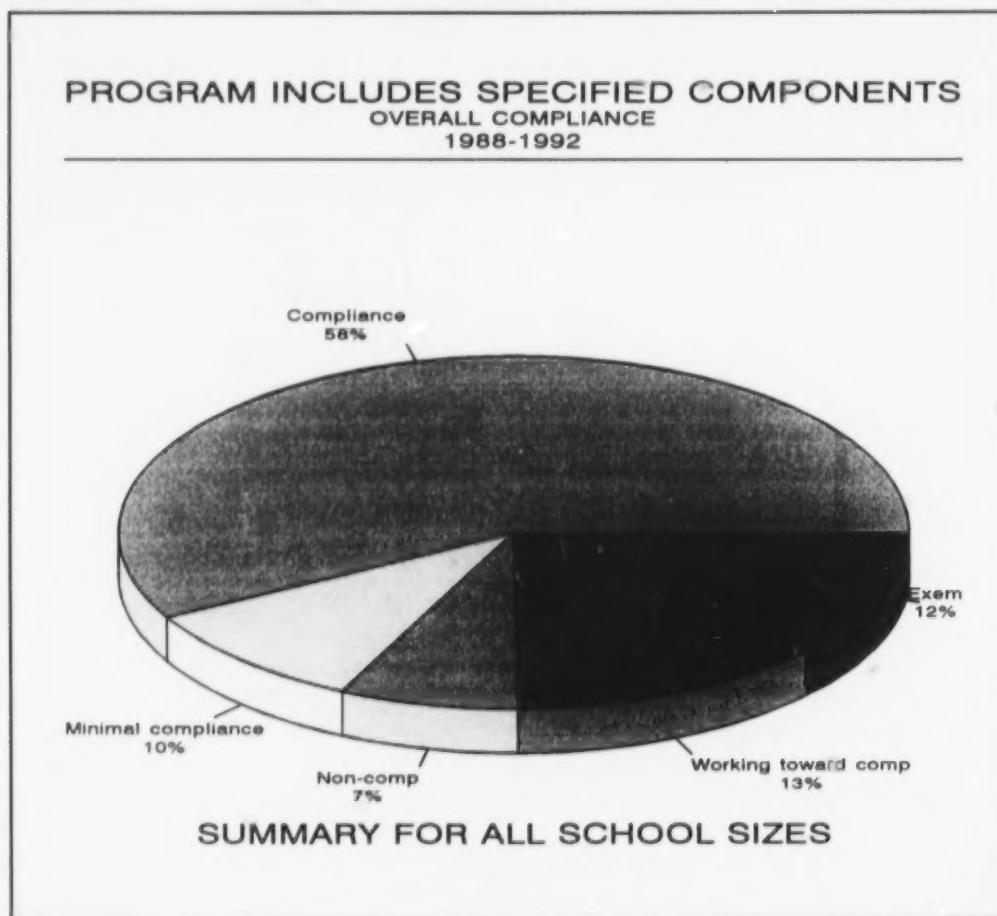
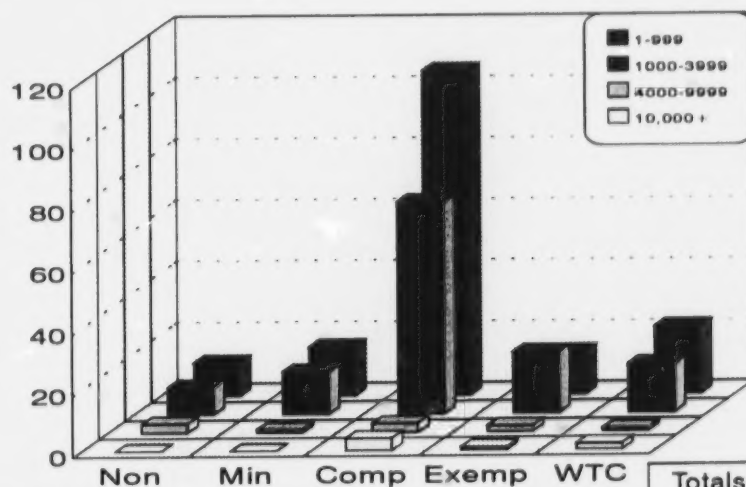


Chart 3 shows the same findings separated out by school district size. Note that school districts with populations of 4000-9999 students were found to be in compliance or exemplary compliance in just half of the districts audited. Districts with populations up to 3,999 were in compliance or exemplary compliance about 70% of the time when audited.

Chart 3

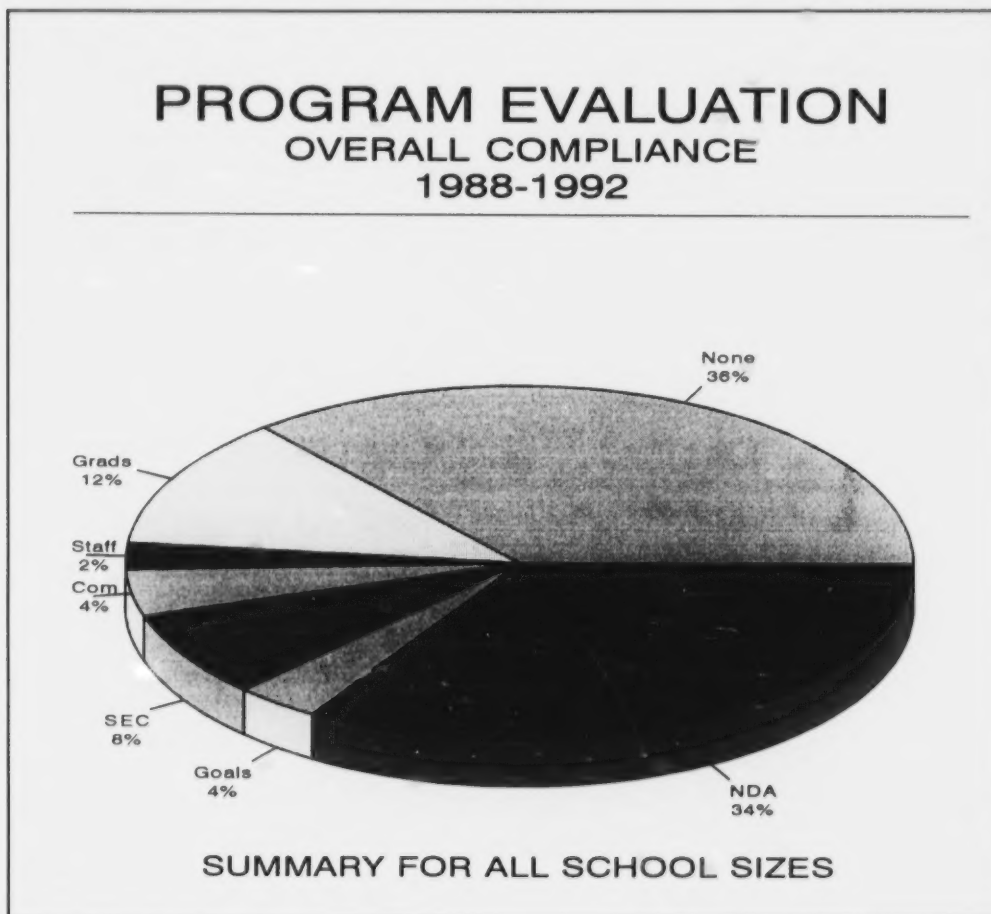
PROGRAM INCLUDES SPECIFIED COMPONENTS
SUMMARY FOR ALL SCHOOL SIZES
1988-1992



Components include: vocational, educational, & personal/social information, appraisal, placement, referral, program evaluation, and follow-up. (WTC=Working Towards Compliance)

Charts 4 and 5 (next page) are drawn from information regarding guidance and counseling program evaluation. Ongoing program evaluation is essential for guiding the continual improvement of service delivery to students. The data from the audit reveals that limited program evaluation/improvement is occurring. In many districts, information regarding this essential component was not available to reviewers.

Chart 4

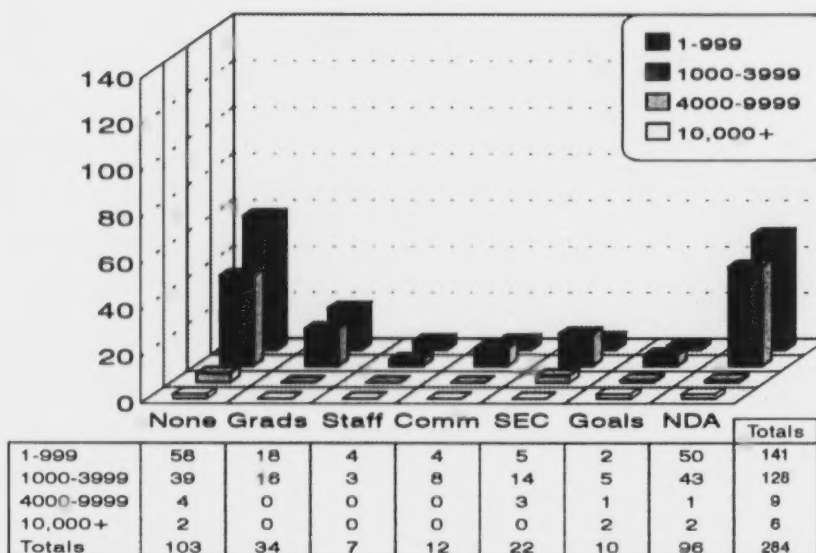


NOTE: **None**—no evaluation occurring, **NDA**—evaluation data not specified and/or available, **Goals**—program goals are reviewed/revised during the evaluation process, **SEC**—this district uses the School Evaluation Consortium comprehensive evaluation process, **Com**—parents and community members provide input in the evaluation process, **Staff**—other staff members (teachers and administrative staff) provide input in the evaluation process, **Grads**—follow-up study of grads are used in the evaluation process.

Chart 5 shows program evaluation/improvement compliance according to school district size. The data shows that 70% of all school districts either did not conduct program evaluation or had no data available indicating ongoing evaluation. Eight percent of the districts were using the SEC (School Evaluation Consortium) process. This process involves gathering data from parents, school staff, students, and school district statistical information. Just 12% of the districts used follow-up information from graduates to evaluate program effectiveness.

Chart 5

PROGRAM EVALUATION SUMMARY FOR ALL SCHOOL SIZES 1988-1992



(None-no evaluations; Grad-graduates; Staff-graduates & staff; Comm-staff & parents; SEC-School Evaluation Committee; Goals-goals; NDA-No Data Available)

The audit information also showed that 94% of counselors working with students in grades 7-12 were licensed appropriately. In grades K-6, 88% of the counselors had the required license. Fifteen percent of K-6 programs received an exemplary finding while only 5% of the 7-12 programs were found to be exemplary. Program reviewers conducting the audits noted that the implementation of developmental guidance was strongest at the elementary level and weakest in high schools. Middle schools had the greatest variations in the implementation of developmental guidance.

The job description in Appendix 1 (page 23) indicates the range of duties for which K-12 school counselors are responsible.

Appendix 2 (Chart 10, Counselor Time Allocation, page 26) illustrates the percentage of time found in a large metropolitan school district that is spent on assigned non-counseling activities. In this district, in which counselors conducted a study to determine what job activities were receiving the greatest priorities, they found that career planning, assessment, and education planning were occurring about only 23% of the time. The information on page 26 indicates what activities they would include if counselor activities could be revised. This information is included here to provide an example of how counselor activities and programs are affected by conflicting building priorities and/or assignment in a large school district.

IV. Related Standards (/ & m)

The Administrative Rule

Standard l—Curriculum

In conjunction with the purposes of Standard *e* described in Section III, one section of the administrative rule (PI 8.01(2)(L)) governing Standard *l* is applicable to the requirements of providing guidance and counseling in the schools (from the *Wisconsin Educational Standards: A Blueprint for Excellence*, 1991). This section of Standard *l* quoted below can be viewed as an extension of the vocational information requirement of the guidance and counseling standard:

"An introduction to career exploration and planning, through a one semester course or the equivalent in instructional time and course content, shall be integrated within grades 5 through 8."

Standard m—Education for Employment

An additional section of the administrative code (PI 8.01(2)(m) and PI 26.03) from Standard *m* also applies to guidance and counseling in the schools:

"All pupils in grades kindergarten through 12 shall have access to an education for employment program which provides for the following:

- a. Instruction which provides for the practical application of basic skills in the general and vocational curricula.
- b. School-based work experience. Work experience may include community field experiences relating to work in grades kindergarten through grade 12, more specific occupational training in grades 7 through 12, and paid work experience in grades 10 through 12.
- c. Career exploration and planning which also addresses sex-role stereotyping in career decision making.
- d. Instruction in employability skills and attitudes.
- e. The study of the practical application of economics and American economic institutions, including entrepreneurship education and the knowledge needed to begin and operate a business."

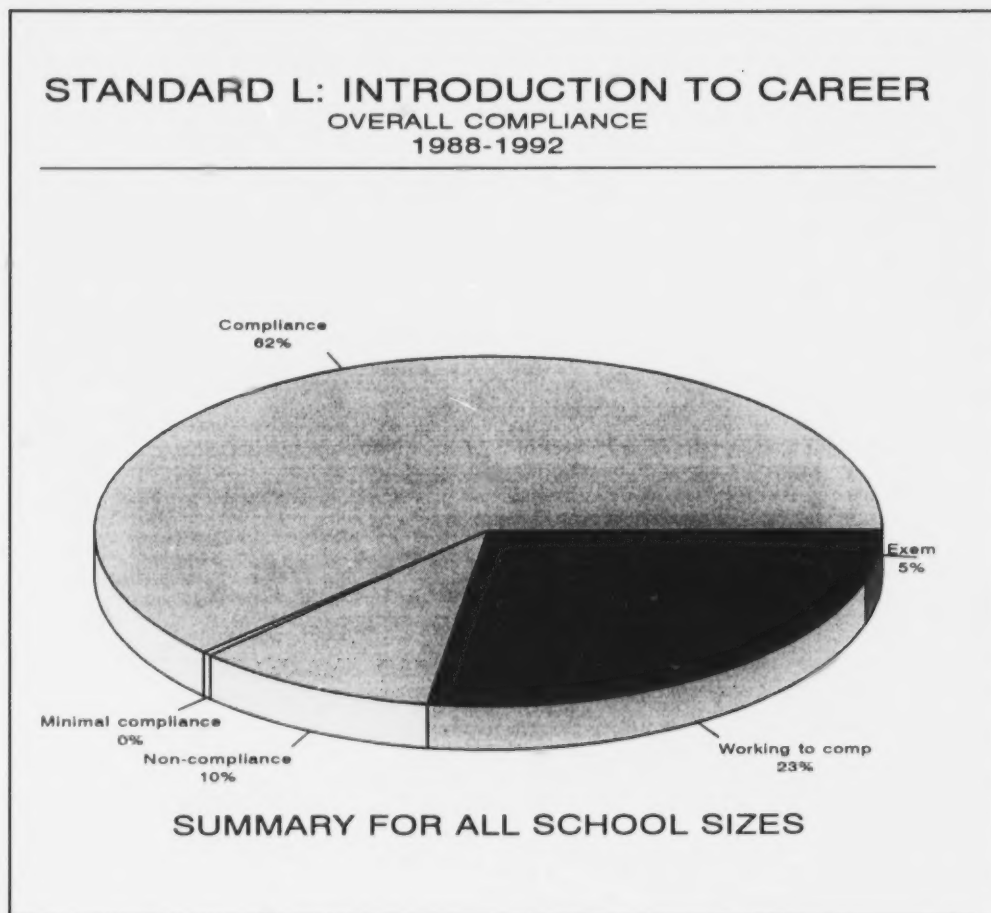
Implications of the Rule

Both sections of the above standards require career exploration and planning to be coordinated within the total school curriculum so that all K-12 students have access to these programs. The implication of this requirement is that knowledge and skills related to the world of work are important basics for all students throughout their K-12 school experience. The instructional activities that address these knowledge and skills vary according to the developmental level of the students.

The Findings

Chart 6 shows that 62% of the audited schools comply with the requirement that career exploration and planning information be included in the curriculum for students in grades 5-8. For those schools in compliance, over 150 were integrating this content in various subjects within grades 5-8. In these schools, classroom teachers were the primary providers of the instruction.

Chart 6



In the approximately 89 schools where separate career exploration and planning classes or courses were conducted, 40% were taught in eighth grade. Seventh, sixth, and fifth grades followed with 27%, 18%, and 15% of the total. Separate classes or courses were most often taught by counselors. Sixty-seven schools, or only 22% of the 313 schools surveyed for this report, indicated that goals, objectives, and classroom activities for career exploration and planning were included in the developmental guidance curriculum or in their advisor/homeroom period.

Staff in the 92 schools that were found to be in minimal compliance or working toward compliance stated that they had difficulty knowing how to "fit career exploration and planning objectives and activities into our curriculum, the school schedule, or the counselor's schedule." School staff frequently mentioned having difficulty comprehending the connection between career exploration/planning and other school subjects. Determining whose responsibility it is (counselor, teacher, administrator) to ensure that appropriate instruction in career exploration/planning occurs in grades 5-8 was also cited as a concern.

Chart 7

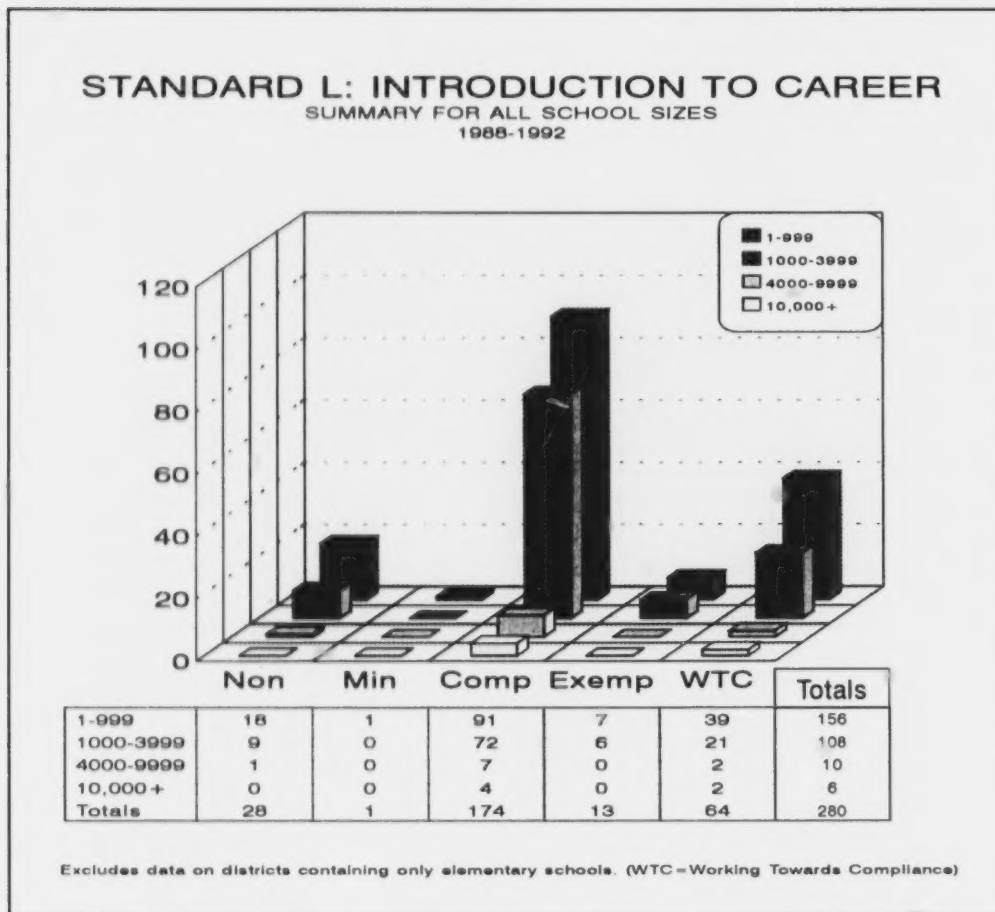


Chart 7 presents compliance with the Standard *l* career exploration/planning requirement according to school district size. School size does not appear to be a significant factor in affecting a school's implementation of career exploration and planning in grades 5-8.

The Education for Employment standard (*m*) has a number of components. One of these addresses instructional access to program objectives for students in grades K-12 (see page 14). This component relates directly to the Standard *e* requirement that counselors provide developmentally appropriate vocational/career information in grades K-12. Chart 8 shows overall compliance with this selected component of the Education for Employment standard. Note that approximately half of the schools are not in compliance with this requirement for instructional access.

Chart 8

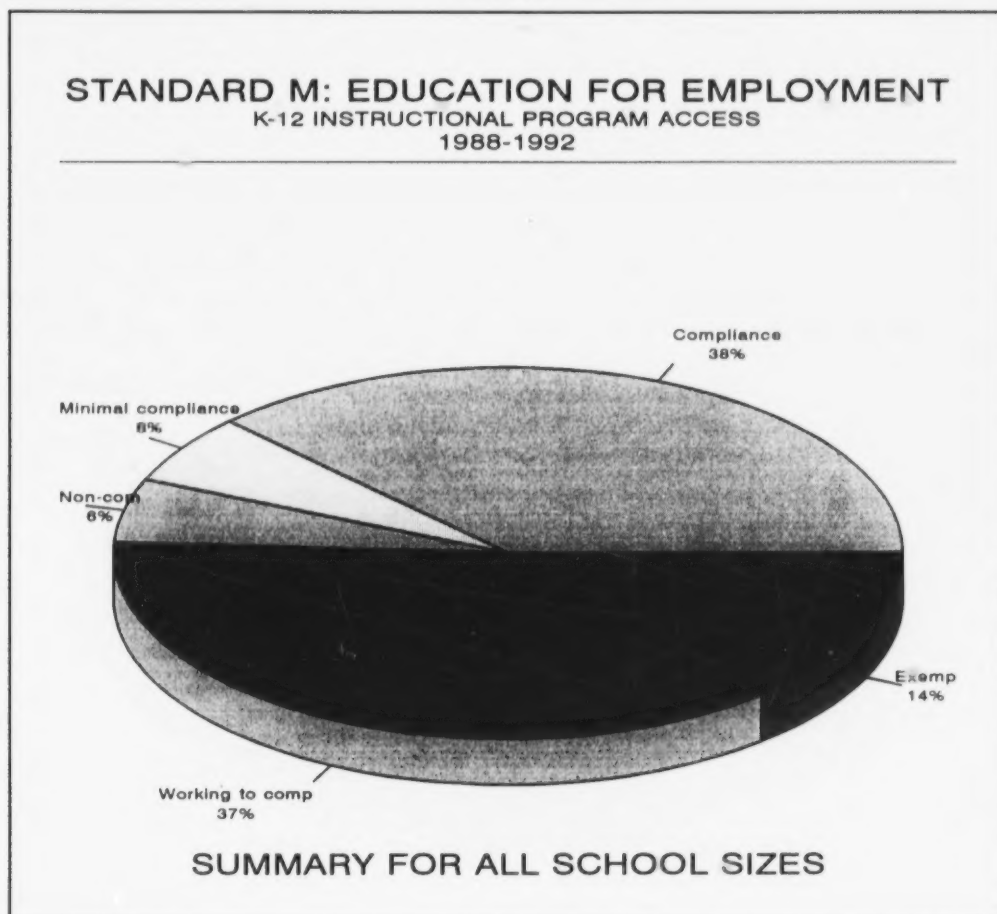
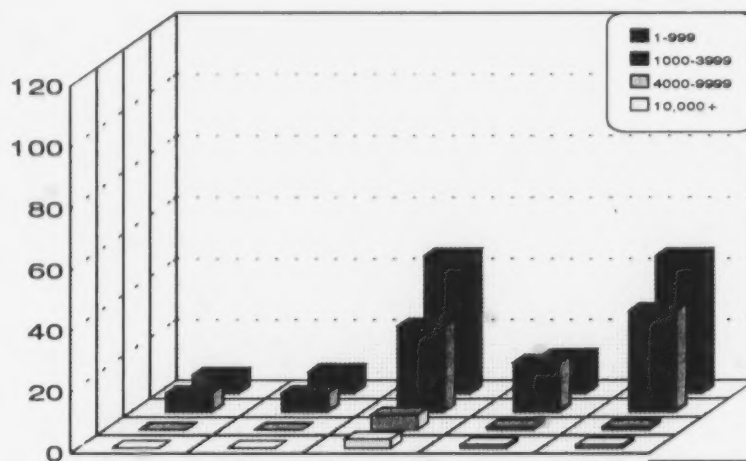


Chart 9 graphs findings for Education for Employment Standard *m* by district size. Schools under 4,000 students appear to be in compliance less frequently than the two larger categories (4000-9,999 and 10000+) of schools as a percentage of the total for each size range. Overall, 57% of school districts were found to provide program access for this component while 49% were in minimal, non, or working toward compliance status.

Chart 9

STANDARD M: EDUCATION FOR EMPLOYMENT
K-12 INSTRUCTIONAL PROGRAM ACCESS
SUMMARY FOR ALL SCHOOL SIZES



(WTC=Working Towards Compliance)

V. Recommendations

The following recommendations for the Wisconsin K-12 Guidance Implementation Panel developed from the analysis of standards reviews of 313 school districts, as well as hundreds of interviews with counselors, teachers, parents, staff, and students.

1. Counselors should define which roles/responsibilities they can realistically address given their counselor/pupil ratio. These responsibilities should be agreed upon by the principal and/or school board with input from students, staff, and parents. Roles and responsibilities should be communicated to students, staff and parents. Clerical assistance and technological access to student data should be provided to support the implementation of these revised responsibilities.
2. Counselors should improve communication to parents through newsletters, educational programs, press releases, program publications, and liaison with public agencies and civic groups.
3. Counselors should take the initiative in establishing relationships and referral procedures with community based organizations. Ongoing therapy is not a part of school counseling programs.
4. Counselors should participate in regular and continuous staff development. In turn, counselors should provide staff development to school staff on career development information and issues.
5. Comprehensive evaluation of the guidance and counseling program should occur at least once every five years. The evaluation should include information from parents, students, graduates, staff, other counselors and administrators. Data gathered from these sources can be used to evaluate goals, objectives and activities. A three to five year implementation and program improvement plan should be the result. Each year progress should be reported and goals revised or new goals set.
6. A renewed emphasis on the developmental guidance and counseling curriculum is needed and should include educational, personal/social, and career/vocational information for all K-12 students. Each area is critical if students are to make educated and effective career and vocational decisions and to be productive members in a global community. Therefore, the following are recommended:
 - Provide additional training for counselors in the implementation of the Wisconsin Developmental Guidance Model (WDGM).

- The Wisconsin Developmental Guidance Model needs to be more assertively implemented in each school district, with personal/social, educational, and career competencies appropriately integrated into the K-12 curriculum with the involvement of school faculty.
 - Administrative personnel need to provide sufficient support so that counselors can facilitate the integration of career education objectives and activities into each subject area through staff development programs for the teachers.
 - Students need to be involved in sequential curriculum activities that directly relate to life-career planning and decision making. These activities should include personal decision making, educational planning, vocational planning, and the development of an annual student career options plan. Such a career options plan would begin in middle school and would thereafter be evaluated annually, comparing the student's school program with available post-secondary options, i.e., employment, apprenticeship, or college attendance.
7. To increase accessibility to career resources, a career information/options resource center should be developed and made accessible to middle and high school students, parents, graduates, and community members during and outside of regular school hours. The center should provide current resources and materials, as well as access to counselors for consultation. These centers could operate in schools, local libraries, community centers or similar settings.
 8. Counselors should attempt to identify patterns emerging from repeated student crises interventions. Counselors are uniquely able to observe community, organizational, and/or curriculum issues that may create or exacerbate problems for students. This information should be shared to create an awareness of the need to adapt or change organizational structure that contribute to problems.
 9. In middle and high schools, counselors should:
 - Design a proactive system that reaches every student, especially the neglected majority of young people who will not enter post secondary education and typically have little counselor contact.
 - Support a demanding, focused and integrated program of academic and vocational study. Work with teachers to encourage students, including females and minorities, to take more math and science courses.
 - Improve course selection of students to help the student focus on employment and/or post secondary learning when selecting classes.

- Work with teachers to determine whether curriculum content provides opportunities for students to learn about future employment options.

Also included below are specific suggestions to strengthen career awareness and the counseling system, especially with regard to preparing students for youth apprenticeship. This information was presented in *Voices From School and Home: Wisconsin Parents and Students Focus on Youth Apprenticeship* (1992):

Recommendations Related to Counseling Program Design

"Wisconsin schools must develop a much stronger career awareness and counseling system to prepare students for youth apprenticeship. Both students and parents believe career exposure and preparation should begin much earlier than it does today. In particular, schools should:

- Introduce students to the concepts of youth apprenticeship through career counseling activities;
- Organize professional job and career counseling activities in ways that give non-college jobs and occupations status;
- Consider developing a system that allows job shadowing experiences (matching students with real workers at a workplace for a full days exposure to work) for sophomores;
- Offer career exploration events during the second semester of the sophomore year that expose students to different industries and occupations through guest speakers, videotapes, field trips, and actual job shadowing;
- Utilize older students who can speak credibly about work and careers-*e.g.*, use high school students to help counsel middle school students, and recently high school graduates to help counsel high school students."

VI. References

- Alaska Department of Education. *The Comprehensive Counseling Program for Alaska Public Schools*. Juneau, AK: Department of Education, Fall, 1991.
- Borders, L.D., & Drury, S. M. (1992). Comprehensive School Counseling Programs: A Review for Policy Makers and Practitioners. *Journal of Counseling and Development*, 70, 487-498.
- Feller, R., & Daly, J. (1992). Counselors Tackle the New Basics: New Workplace Basics and Academic Vocational Integration Change Counselor Role. *Vocational Education Journal*, 67, 24-25, 55.
- Jobs for the Future. *Voices From School and Home: Wisconsin Parents and Students Focus on Youth Apprenticeship*. Cambridge, MA: January, 1992.
- Wisconsin Department of Public Instruction. *School Counseling Programs: A Resource and Planning Guide*. Madison, WI: Department of Public Instruction, 1989.
- Wisconsin Department of Public Instruction. *Wisconsin Educational Standards: A Blueprint for Excellence*. Madison, WI: Department of Public Instruction, May 1991.

VII. Appendix 1

Sample Counselor Job Description

Title: K-12 School Counselor

Primary Function:

To provide a comprehensive counseling program for all children in K-12 schools. To consult with teachers, parents and staff to enhance their effectiveness in helping students.

To provide support to other school educational programs.

Major Job Responsibilities:

1. Implement the guidance curriculum;
2. Guide individuals and groups of students through the development of educational, personal, social, or career plans;
3. Counsel individuals and small groups of students with problems;
4. Participate in and facilitate the intervention team process;
5. Consult with and train students, parents and staff regarding the developmental needs of students;
6. Refer students with problems to special programs, specialists and outside agencies;
7. Participate in, coordinate and conduct activities that contribute to the effective operation of the school and counseling program;
8. Plan and evaluate the counseling program;
9. Pursue continuous professional growth.

Illustrative Key Duties:

1. **Implement the guidance curriculum:** conduct classroom lessons in each teacher's class and/or systematically conduct developmental counseling groups for each grade level throughout the year; consult with and/or provide resources to teachers to facilitate their instruction of counseling content; participate in interdisciplinary curriculum teams.
2. **Guide individual and groups of students through the development of educational and career exploration:** work with teachers in preparation for transition from one school to another. Conduct/coordinate/oversee career awareness activities and participate in the beginning-of-the-year orientation activities.

3. **Counsel individuals and small groups of students with problems:** conduct structured, goal-oriented counseling sessions in systematic response to identified needs of individual or groups of children. Topics may include academic failure, family issues, child abuse, attendance and/or behavior problems, peer problems, and substance abuse.
4. **Participate in and facilitate the intervention team process:** assume an active role in designing, implementing, monitoring, and adjusting educational plans for individual students.
5. **Consult with and train teachers, parents and staff regarding students' needs:** participate in staffings; conduct in-service programs for faculty; act as a resource person for faculty, staff and parents; conduct conferences with teachers and/or parents; conduct or provide opportunities for parent education programs; write articles for parent newsletters; assist families with school-related problems; serve as student advocate and resource for guidance/counseling issues and concerns.
6. **Refer students with problems and their parents to special programs, specialists, and outside agencies:** consult with and coordinate in-district and community-based specialists, such as school administrators, nurses, school psychologists, community-based psychologists, service agencies, and physicians.
7. **Participate in activities which contribute to the effective operation of the school:** contribute to the school district and individual building goals for enhancing education. Act as an advocate for groups or individual students as system decisions are made.
8. **Plan and evaluate the counseling program:** review the counseling program annually with the other staff and administration; establish the counseling department Master Calendar; document and evaluate guidance learning activities as they are implemented; complete an annual counseling program evaluation.
9. **Pursue professional growth:** attend state and local sponsored staff development offerings; join associations; read professional journals; become knowledgeable in Alaskan cross/multicultural issues in education; attend relevant workshops and conferences sponsored by professional organizations; take post-graduate courses; contribute to professional literature; conduct training for staff and other counselors.

Organizational Relations:

A K-12 counselor is supervised by the district designee, collaborates with other district counselor(s); and works cooperatively with other school and district staff.

(From the *Alaska School Counseling Program Guide*, 1991)

Appendix 2

Allocation of Counselor Time and Role Revision Recommendations

Chart 10 (next page) summarizes data gathered by high school counselors in a large metropolitan Wisconsin high school district during the 1991-1992 school year. It indicates that

- 2/3 of counselor time is spent on activities that are not part of the professionally related functions of guidance counselors.
- 1/3 of the time is spent on ten counselor related activities.

To address this situation, the counselors recommended that the board of education support a revision in counselor activities allowing for additional or renewed emphases on the following:

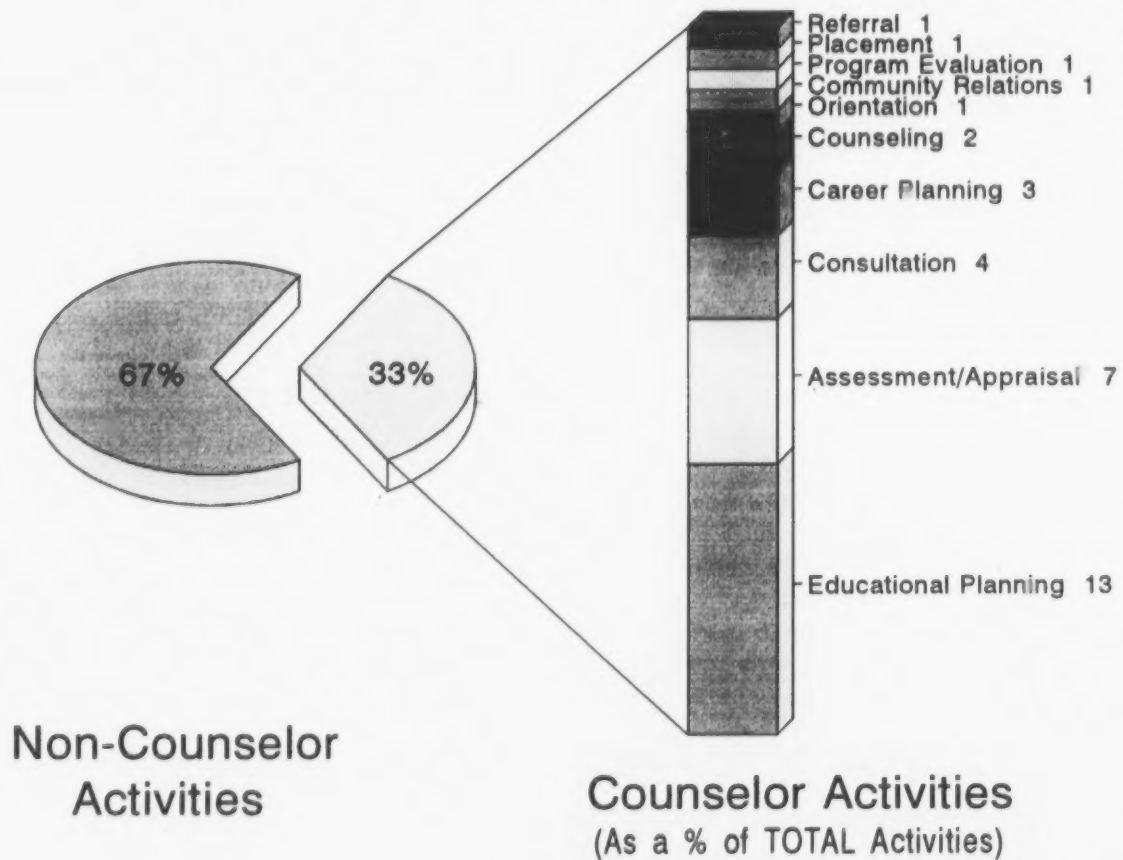
"Group counseling, career/college planning, resource center development, encouragement of greater parental involvement in college and career planning, and individual counseling with personal as well as college and career planning issues, especially for growing number of first generation high school graduates."

"Through a combination of any district support that can be provided and school based effort to change the focus of the counselor role, the GOAL is to direct counselor energy into areas which respond to the needs of our high school students and draw upon the professional expertise of our counselors."

Table 10

Counselor Time Allocation

Percentage of Time Spent on Activities
As Reported by One Wisconsin School District's High Schools



Appendix E

Voices from School and Home: Wisconsin Parents and Students Focus on Youth Apprenticeship

**A Report on Focus Group Discussions
Conducted by Jobs for the Future, Inc.
for the State Superintendent, Wisconsin
Department of Public Instruction**

Jobs for the Future

January 1992

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Voices from School and Home: Wisconsin Parents and Students Focus on Youth Apprenticeship

**A Report on Focus Group Discussions
Conducted by Jobs for the Future, Inc.
for the State Superintendent, Wisconsin
Department of Public Instruction**

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I. Summary of Observations

This report presents major findings and makes a series of recommendations regarding design and implementation of a youth apprenticeship program based on twelve discussion groups that took place with students and parents in Wisconsin during November 4 - 8, 1991.

Focus groups are an ideal research tool for understanding how people think about issues, products, or programs. Focus group discussions organize the process of a conversation to see how and where people arrive at a clear position on issues. They help mark the language people use to talk about specific topics, and test how people react to various personal and policy options.

Staff from high schools and school districts in five Wisconsin communities (Ashwaubenon, Green Bay, Menasha, Milwaukee, and South Milwaukee) recruited parent and student participants for the focus group discussions. Participants were selected to be broadly representative of the high school community—that is, a mix of students from 10th, 11th, and 12th grades, representing a variety of backgrounds and futures. Parents were recruited to reasonably represent education and income levels within the community.

The following observations summarize some of the major positions and beliefs parents and students expressed during the focus group discussions:

- ❖ There is strong interest in the concept of youth apprenticeship among students and parents.
- ❖ Wisconsin high school students welcome the opportunity to engage in 'hands on' learning experiences and endorsed the concept of 'applied learning.'
- ❖ Students like the idea of combining work and learning, but they will only enroll in a youth apprenticeship if the program is in an industry where they have a strong interest.
- ❖ Parents believed a youth apprenticeship experience could provide their children some focus, but they do not want their children forced into an unalterable career decision.
- ❖ Wisconsin parents and students are confident that a 15 year old can make a responsible decision to participate in a youth apprenticeship program if provided with earlier exposure to the workplace and career options. Neither parents nor students believe 16 year olds are prepared to make a binding *four year* commitment to a youth apprenticeship program.
- ❖ Students want significant flexibility and choice, including (a) a wide choice of industries and occupations, (b) clear 'exit' points if they change their mind, and (c) the ability to pursue further schooling, an apprenticeship, or full-time employment after high school.
- ❖ Both parents and students anticipate that the third and fourth years of a youth apprenticeship program would result in college credit or an associate degree.
- ❖ Both parents and students expected the part-time work to provide some financial payment to the apprentice.
- ❖ Students and parents value such high school activities as sports, band, drama and other extracurricular events and do not want to sacrifice them in order to participate in an apprenticeship.
- ❖ Students from suburban schools were more cautious about youth apprenticeship than students from urban schools. Milwaukee parents think each magnet high school should offer youth apprenticeship in the school's specialization.

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- ❖ Parents questioned whether the high school teaching faculty and the employer community would be willing and able to make the changes and commitments necessary to fully participate in youth apprenticeship.

A more complete presentation of these and additional observations appears in Section III of this report. Recommendations for program design and marketing of Wisconsin's youth apprenticeship program follow in Section IV.

II. Introduction

The Wisconsin Youth Apprenticeship Legislation

As a part of the State Superintendent's School-to-Work Initiative, the Wisconsin Legislature created Chapter 101, Wis. Stats., the 'Wisconsin Youth Apprenticeship Program.' This statewide Youth Apprenticeship Program is housed in the Department of Industry, Labor and Human Relations (DILHR). The Department of Public Instruction (DPI) and the State Board of Vocational Technical and Adult Education (WBVTAE) are assisting in developing and implementing this initiative.

In the period since the legislation took effect, DILHR, DPI and WBVTAE have undertaken a variety of steps to institutionalize the youth apprenticeship implementation effort—including developing program objectives, planning for the statutory Youth Apprenticeship Council, and developing the staff capacity to undertake program design and implementation.

Implementation will be a collaborative effort involving school districts, industries, and postsecondary schools in providing new learning opportunities for high school students. To assure that the program meets the needs and expectations of its users—students and parents—the DPI sought to assess parent and student reactions to the concept of a Youth Apprenticeship Program that links work and learning in a fundamentally new relationship.

The State of Wisconsin has established a preliminary list of objectives for the effort. The chief objectives include:

- ❖ expanding the range of career education options for youth, promoting opportunities in apprenticeship, technology programs at postsecondary technical schools, or technology-oriented programs at colleges and universities;
- ❖ improving the ability of students to apply academic skills in work-related environments;
- ❖ improving a high school student's transition from high school to high-skill employment;
- ❖ providing students with related academic and technical background necessary for entry into a traditional apprenticeship or other high-skill training opportunity;
- ❖ involving business and industry in planning, designing, implementing and evaluating new curricula; and
- ❖ facilitating the entry of minorities and women into high technology training.

The Preliminary Youth Apprenticeship Program Design

Wisconsin's preliminary program design was created to meet the ambitious objectives described above:

- ❖ entry into the program occurs comparatively early—beginning in the junior year of high school—and follows successful completion of a new 10th Grade Gateway Assessment general education examination;
- ❖ youth apprentices enter a program that combines high school education with part-time work in a job that is focused on a specific industry segment or occupational cluster;

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- ❖ classroom education is integrated with work-based learning, and both school and work operate as learning environments;
 - ❖ work-based learning follows a systematic schedule of work activities that are organized to help develop skills essential to high performance work;
 - ❖ classroom education—in the high school and in postsecondary environments—is more focused on applied academics and the knowledge and skills needed for the targeted occupational cluster;
 - ❖ the program lasts for two to four years, with completion after two years leading to the awarding of a high school diploma, a certificate of achievement reflecting occupational proficiencies, and the ability to secure entry-level employment and/or continue in advanced training opportunities (e.g., advanced placement in a traditional apprenticeship or a postsecondary program at a state VTAE); and
 - ❖ four year programs, which would be developed for appropriate industries and occupational groups, would include an articulation into postsecondary institution, continued work-based learning, and the award of an associate's degree upon program completion.

Council of Chief State School Officers Grant Supports Focus Group Research

In August of 1991, the State Superintendent of Schools received a grant from the Council of Chief State School Officers (CCSSO) to assist in designing and implementing Wisconsin's Youth Apprenticeship Program.

CCSSO is a nationwide non-profit organization comprised of the 57 public officials who head the departments of elementary and secondary education in the fifty states, five U.S. extra-state jurisdictions, the District of Columbia, and the Department of Defense Dependent Schools. The Council has established a multi-year priority for improving linkages between school and employment for all students. The Council awarded planning grants to ten states to develop youth apprenticeship programs that connect schools, postsecondary institutions and employers.

Wisconsin's grant from CCSSO supported a series of 'focus groups' with parents and students as a way of soliciting input to program design and to help develop appropriate marketing strategies that support the youth apprenticeship initiative.

Focus group discussions were held with parents and students in Ashwaubenon, Green Bay, Menasha, Milwaukee and South Milwaukee during the week of November 4, 1991. The discussions were conducted by Jobs for the Future, Inc., a national non-profit public policy consulting firm that is working with several states across the nation in designing and implementing youth apprenticeship programs.

An Introduction to Focus Groups

Focus groups are an ideal research tool for understanding how people think about issues, products, or programs. They provide an opportunity to engage people in conversation and probe beneath the surface of people's opinions to help identify underlying motivations and assumptions.

Focus group discussions organize the process of a conversation to see how and where people arrive at a clear position on issues. They help mark the language people use to talk about specific topics, and test how people react to various personal and policy options. Group discussion crystallizes where people 'start' a discussion, uncovers what they know about specific issues, identifies their perceptions and misperceptions, and determines areas where information or emotional obstacles prevent them from seriously considering the issues and options for action. Group discussions reveal how views change as people have the opportunity to discuss issues and learn from their peers.

There are several ways to describe a good focus group:

- ❖ a single focus group consists of about twelve people;
- ❖ the participants are chosen because they represent the characteristics of the ultimate target audience—in Wisconsin, the participants represented juniors and seniors in high school and parents of high school students;
- ❖ a group discussion lasts for about two hours;
- ❖ the discussion is led by a trained moderator who controls the process of group interaction in order to draw out the group's underlying opinions; and
- ❖ the discussion follows a pre-determined discussion guide that consists of no more than ten issues or questions—which leaves flexibility for the moderator to pursue leads and probe issues as they arise during the group discussion.

The strength of focus groups as a tool for good program design is the fact that it is a *group* of people discussing a *single* topic—in this case, youth apprenticeship. In a group context, individuals are influenced by comments of others and form opinions after listening and hearing advice and counsel of those around them.

Staff from high schools and school districts in the five Wisconsin communities (Ashwaubenon, Green Bay, Menasha, Milwaukee, and South Milwaukee) recruited parents and student participants for the focus group discussions. Participants were selected to be broadly representative of the high school community—that is, a mix of students from 10th, 11th, and 12th grades, representing a variety of backgrounds and futures. Parents were recruited to reasonably represent education and income levels within the community.

Analysis of the Findings and Organization of This Report

This report presents major findings and makes a series of recommendations regarding design and implementation of a youth apprenticeship program based on the twelve discussion groups that took place with students and parents in Wisconsin during the week of November 4, 1991.

The report is organized along the following dimensions:

General Impressions of Youth Apprenticeship.

This section of the report relays overall reactions to the concept of youth apprenticeship. It describes what students and parents find most appealing about youth apprenticeship as well as those aspects of youth apprenticeship that were difficult for students and parents to grasp.

Program Design.

This section of the report captures ideas about how Wisconsin's youth apprenticeship program should be designed. Responses fell into several categories: program entry, flexible paths to employment, postsecondary options, program operations, and school reorganization. *Program Entry* describes the changes students and parents believe must take place in the high schools before young people will be ready to enter a youth apprenticeship program beginning in the 11th grade. *Flexible Paths to Employment* describes the variety of choices young people want in the first two years of a youth apprenticeship program. *Postsecondary Options* describes the kinds of choices and options students and parents want young people who enroll in a youth apprenticeship program to have after high school. *Program Operations* deals with the various logistics such as scheduling, wages, and transportation. *School Reorganization* considers the implications for youth apprenticeship on magnet high schools in Milwaukee and on school selection in other districts.

System Issues.

This section describes the systemic challenges that students and parents believe a youth apprenticeship in Wisconsin will face. Systemic challenges fall into two broad categories: School administration and employer participation. *School Administration* describes the obstacles that parents and students believe youth apprenticeship will face among school administrators, teachers and counselors and the changes that parents and students believe must take place among these groups for successful implementation. *Employer Participation* describes parent and student concerns regarding employers' commitment to youth apprenticeship and the need for participation from a wide variety of industries.

Policy Implications and Recommendations.

The focus group findings are followed by a series of recommendations for the design, marketing, and implementation of a youth apprenticeship program in Wisconsin.

III. Observations of Parents and Students

General Impressions of Youth Apprenticeship

Observation #1. There is strong interest in the concept of youth apprenticeship. Both students and parents are enthusiastic about developing a new high school program that combines classroom learning with related work experience.

The majority of students and parents believe that a program that combines applied learning and work experience will help students develop a focus and determine what path to pursue once they leave high school. In fact, many students and parents expressed disappointment that they or their children would not be able to participate in a youth apprenticeship program (because it won't be available for several years). As one Milwaukee senior put it, "I wish I could have been in a program like this because I don't have any idea what I'm going to do next year."

A Menasha parent was more blunt in stating why she looked forward to youth apprenticeship. "We've got two very clear tracks right now—college prep and 'nowhere' prep."

Observation #2. Wisconsin high school students welcome the opportunity to engage in 'hands on' learning experiences. In general, students find their classes boring, and do not think the current curriculum is relevant to the real world.

A majority of the focus group participants expressed frustration with the current condition of high schools. They don't see a strong relationship between the current curriculum and the 'real world.' Students reported being very bored in most of their classes and think that most of what they learn is irrelevant.

At one Milwaukee high school, students said that homework assignments are disciplinary measures rather than real attempts to teach anything. As one junior put it, "our math teacher doesn't even bother to correct our homework but he marks us down if we don't get it in on time." Many students said they like the idea of ongoing group projects rather than nightly homework assignments, "building a robot or something like that would be cool, it would help you understand the concepts better. I don't see why we have to do problem sets every night," said another Milwaukee student.

Observation #3. Most students endorsed the concept of 'applied learning' and believe that a youth apprenticeship program would expand the use of applied learning and strengthen its image.

One of the essential features proposed for a youth apprenticeship program is its use of contextual or applied learning. In part, students would be asked to identify and solve problems based on situations that arise within their work experience. Applied learning helps make tangible principles that are otherwise abstract.

Wisconsin students expressed a strong interest in applied learning. They easily distinguished between academic instruction from a text and being able to see, touch, or feel the application of knowledge to concrete, real-world examples. One student noted, "I had a class where they brought math in to show how to get a loan for a car, and how to get an apartment. You could really see how to use the math. It made the class a lot more interesting." Another pointed out, "I learned more about geometry in my drafting class than I learned in geometry course. I knew it better because I was using it."

Applied learning has its own motivating features. One student looked forward to its expanded use: "If all my classes were taught that way I would probably get straight A's." And: "I could see how it could really help you in learning physics. Physics sometimes goes right over my head. If it were taught as an applied course I could learn a lot faster that way."

Despite a generally favorable image, some students perceived applied learning as implying a second-rate approach to education—a few noted courses that typically involved practical applications are not as challenging as theoretical 'academic' coursework. These students appeared to reflect an image gap that exists between traditional vocational education and college preparatory classes.

Observation #4. Students from suburban schools were more cautious about youth apprenticeship than students from urban schools. Suburban students thought that youth apprenticeship sounded 'too intense' and 'made kids grow up too fast.' Students in the Milwaukee schools were much more interested in the program, and saw it as an effective way to get a better learning experience and have access to better jobs.

Youth apprenticeship, for some students, would bring about a major change in school and work. Secondary school learning would take place in dozens of workplaces across a community as well as in the high school—breaking down the isolation of high school classes from the world that exists outside of school.

Suburban students seemed reluctant to change their current high school routine, admitting that high school was a protected environment where "kids could be kids." They were apprehensive about participating in a program that they viewed as infringing on the sanctuary of their school. "I think that you learn a lot of things in high school, like how to deal with people socially. That is real important. You need what you learn in high school to succeed in your career. To take that away would be bad."

For these students, youth apprenticeship sounded like it would destroy the feeling of belonging to a single graduating class. Class cohesion would be sacrificed for the many students who would come and go between school and work.

Several students disagreed, commenting that most high school students have widely differing daily schedules anyway, already holding part-time jobs and working as much as 25 hours each week.

Students from urban areas such as Milwaukee were far more ready to accept a program that they believed could put greater relevance into their school years. As one Milwaukee student

put it, "it's different today than when our parents were in school. A lot of us have kids of our own. We have a lot of responsibility and we need practical skills that are going to help us get good jobs when we finish high school."

Observation #5. Students were most intrigued by the potential of youth apprenticeship to help prepare them for good, high paying jobs.

Students were split over whether they favored working in a job that paid high wages or favored working in a job because it matched their personal interests. We found that high wages—and high status—provide high motivation for students. Apart from the learning opportunities that are associated with apprenticeship, and beyond the focused, contextual learning that might be taught in the classroom, students clearly see youth apprenticeship as a way for them to access good paying jobs.

One student noted, "It is important to pick jobs for this program that pay well." Another was more direct. "I want to get a job that will make me a lot of money so I can buy the American dream. I don't care about the status of the job as long as there is money involved."

They were less concerned about the fit between themselves and the program—assuming that flexibility in design and the possibility of switching apprenticeship program areas would give students a chance to match with an appropriate occupational area. Assuming they can find a good fit with their career interests, students expect to go for the bucks.

Observation #6. Students like the idea of combining work and learning in an apprenticeship program, but they will only enroll in an apprenticeship program if it is offered in an industry where they have a strong interest. For example, there was little support among focus group participants for a prototype apprenticeship in the printing industry—apparently because few students have contemplated this substantial Wisconsin industry as having career relevance for themselves.

Students made it very clear that they would *only* consider entering a youth apprenticeship program if it is offered in an industry or occupational cluster where they have a strong interest. While students like the idea of combining work and learning, the appeal of youth apprenticeship is not great enough to attract young people to an industry they don't know about or are not interested in.

The State of Wisconsin proposes organizing a youth apprenticeship in printing and publishing as one of the prototype apprenticeship programs. We tested this industry in the focus groups and found only lukewarm reception. Parents understand far more that printing has been a major employer in their communities, and believe that it would be an appropriate target for apprenticeship. However, students were uninterested—out of their ignorance about jobs, employers, wages, and working conditions in printing plants.

Observation #7. Many parents are frustrated with the current high school curriculum. They are angry because they feel teachers are not engaging or tapping their children's minds or imaginations.

Parents believe that the current high school curriculum is too academic, is boring and irrelevant to students, and does not help students identify or learn the skills they will need to survive once they leave school. For parents of non-college bound students, these concerns are particularly acute.

Parents very strongly believe that students are not performing well in school because they are bored. They are concerned that students are internalizing a sense of failure, and welcome any changes in the curriculum that will provide their children with a sense of direction, focus, and self-esteem. As one Menasha parent said, "I have a gifted and talented student, and it's D's in this school system. He has a 145 IQ, but he can barely pass. He doesn't exactly appreciate great British writers, and that is mandatory. I think 90% of all high school students will say the same thing."

Observation #8. Parents do not want a youth apprenticeship program that forces their children to make an unalterable career decision. Rather, they want a program that engages their children in a learning process and provides the skills and self-esteem necessary for children to make responsible decisions about the future.

Youth apprenticeship appeals to Wisconsin parents not simply because it requires students to choose an industry and occupation but because it requires them to focus a little bit, make decisions, be responsible, and learn about the working world. "Let's face it, a 16, 17, or 20 year old kid doesn't know what they want. Everything changes so much—your attitude, mind, needs, goals—that I think the most important thing this program can do is to lay a foundation. I don't think its going to be an end process," said a South Milwaukee mother.

Wisconsin parents are hopeful that youth apprenticeship will help establish the foundation skills their students will need to survive after high school. Parents especially noted the opportunity that work-based learning would have in helping teach problem-solving and critical-thinking skills for on-the-job knowledge. Many parents who participated in the discussion groups work in companies that are undergoing dramatic technical and organizational change. Some were in the middle of organizational transformation such as 'total quality management' and other quality-oriented strategies. These parents particularly appreciated the value of developing such abilities as problem-solving, critical-thinking, teamwork, communication and negotiation. These parents believe that a youth apprenticeship program, if designed correctly, would be an ideal vehicle to promote these skills, because of its involvement with 'real' employers who value these abilities.

Regardless of whether students decide to continue in the same field as their apprenticeship, parents feel two years in this kind of a program will help students learn "what it takes."

Observation #9. Parents were especially supportive of the possibility that a youth apprenticeship experience would give their children a focus—that it would provide a 'jump-start' by

helping students decide on job areas that match their interests. At the same time, some parents worried that the program would be too narrow.

We heard a common story from parents regarding the post high school experiences of their older children. Parents recognized, and lamented, the inability of their children to find a good educational or professional niche. Many parents told stories of sons or daughters holding a series of unchallenging jobs, attending technical school or a state college for a semester or a year before dropping out, staying in school but switching majors regularly, or the difficulty of finding work related to their education or training.

Some of this discussion centered on the inability of students to choose a direction. Some centered on the mismatch between educational programs (both high school and postsecondary schooling) and the job market. Either way, the parents were most supportive of youth apprenticeship because they saw it as a way to connect school with a good job and avoid the false starts that seem consistently to characterize the first several years of a young person's career.

Parents also commented that lack of accurate information about jobs and poor career awareness were major contributing factors to lack of focus among students.

A few parents expressed concerns that a student who chose youth apprenticeship would miss having a broad educational exposure. One parent said, "You wonder if the kids were to choose this path at that early age—many times they don't really know where they want to go. After an investment of two or four years, or even five years after graduating, what if they decide that is not what they really want? What will they miss in those four years?"

Observation #10. Wisconsin's traditional apprenticeship system is a largely unknown quantity to high school students, and only partially understood by parents.

Wisconsin has had a long history of experience with traditional apprenticeship training, which is important for two reasons: (a) it is one example where a novice (student) acquires job skills at a workplace, learning directly from one who has already mastered a job, and (b) one option proposed for Wisconsin's youth apprenticeship program is for entry into the traditional apprenticeship system. Thus, it was important to get a sense of the image of traditional apprenticeship among high school students.

Generally speaking, students don't have any image of apprenticeship. In a few examples, students remembered seeing an apprenticeship booth at a high school career awareness event, but few had ever considered apprenticeship as a learning or career option. Those parents who had experience with traditional apprenticeship spoke positively about it. In fact, several participants were journey workers that had been trained as apprentices years ago. Parents familiar with apprenticeship considered it a vehicle for getting a good job, not necessarily as a good method for learning.

Given the limited awareness of traditional apprenticeship, it is not surprising that youth apprenticeship was an entirely new concept to most focus group participants. While youth apprenticeship draws some of its elements from programs like co-op, traditional apprenticeship, and vocational education that are somewhat familiar to Wisconsin students and parents, the novelty of this approach to learning made it hard to test a complete reaction.

Observation #11. There is an interesting axiom that 'people can't create what they can't imagine.' The idea of a program that integrates and credentials school-based and work-based learning breaks new ground. Presented as separate features, focus group participants had thoughtful and helpful reactions, even though parents and students have not seen a detailed program design in its entirety.

Despite enthusiastic response to youth apprenticeship, it was not possible to test all aspects of program design. Youth apprenticeship is a new concept to students and parents and focus group participants had a difficult time envisioning the 'gestalt' of the program.

Students, in particular, found it difficult to break down the standard division between school and work. Students could not conceive of the workplace as a place for primary learning—perhaps reflecting the nature of the part-time jobs most students now hold which tend to require a few simple skills and provide little training beyond a basic job orientation. In an apprenticeship program, academic and vocational learning and school and workplace experiences are closely integrated. Learning in school and learning at work are continuous and complimentary, so much so that the distinction between school and work can be somewhat artificial.

Because students had difficulty grasping the concept of work-based learning, it was difficult to gauge their reactions to the work-based component of youth apprenticeship. Students were much more articulate when it came to discussing something they know well—their own school experiences. Students could easily imagine a new approach to learning in school and made important suggestions for how to improve the current curriculum.

Another obstacle to full understanding of youth apprenticeship concerns the current need to complete a variety of required courses. Students and parents complained bitterly about the high school graduation requirements—especially about courses that they believe have little relevance. They wondered how youth apprenticeship could possibly work when so many students are already struggling to find the time just to take all the courses necessary to meet graduation requirements. It was difficult for students and parents to imagine a new high school curriculum where English and math requirements were met through applied academic courses.

Program Design

Program Entry

Observation #12. Wisconsin parents and students are confident that a 15 year old can make a responsible decision to participate in a youth apprenticeship program if he or she is provided with broad exposure to the workplace and career options in the 9th and 10th grades.

Youth apprenticeship programs typically begin in a student's junior year, with the selection from among several paths made late in the sophomore year. Wisconsin parents and students were asked if they thought young people were ready to make this kind of a decision.

Parents and students do not believe that today's 16 year olds have had adequate career counseling as well as accurate information about different industries and occupations. However, the majority of students and parents believe that if young people are well exposed to a variety of different industries, occupations and work sites in the 9th and 10th grades, they would be prepared to make a responsible decision to enter a youth apprenticeship program by the end of their sophomore year. One student put it this way, "you shouldn't wait until senior year to find out about jobs. When I was a sophomore, I didn't know what was out there. You need to think about it in sophomore year and take classes at the same time that help you sort out what you want to be."

In general, both parents and students believe that young people lack solid information and understanding about what kinds of jobs are out there and the skills are necessary to obtain good jobs. A South Milwaukee parent put it this way: "Kids don't know what's out there. They know this guy down the street who's a lawyer and they know what a doctor is, but there's a lot they don't know! There are things out there they might be really interested in but they don't know what exists. If you had a mandatory career orientation program for six weeks or a semester where you brought all types of outsiders in, I think that would help kids a lot."

Parents noted that choosing a college by a student's senior year is about the only real choice currently expected of high school students—a choice that we know only about half of all students will even make. With the advent of a youth apprenticeship system, it will become second nature for students to consider, then choose among, apprenticeship paths. Parents were saying, in essence, 'we don't think kids are able to make good choices that early because we aren't asking them to make such choices.'

Observation #13. Wisconsin parents and students support building in a 'career exploration' class in the beginning of the sophomore year to expose students to different industries and career opportunities.

Across the state, parents and students made innovative suggestions about ways to expose students to career options and the workplace. The most popular idea for increasing knowledge of careers and work in high school is a life and career planning experience in the first semester of the sophomore year. Parents and students believe that all students, both college and non-college bound, should be asked to take such a course, and that a wide variety of career options should be explored including professional, technical, and administrative occupations.

Parents and students also believe in structuring a period during the sophomore year where students could actually visit different work sites, engage in job shadowing, and talk to employees about how they like their jobs and what they do. Participants clearly believed it important to provide students with 'real world' exposure, not just a few short lectures at a career day event. In addition, students suggested that it would be useful if younger students who are in the process of deciding whether to enter a youth apprenticeship could speak with older students who are enrolled in or have already completed the program—using peers to provide an insider's view of job and classroom experiences.

Flexible Paths to Employment

Observation #14. Students want to have lots of choices and options from a youth apprenticeship program.

- *They want a wide choice of industries and occupations from which to choose, if they select a youth apprenticeship path.*
- *They want lots of 'exit' points if they change their mind about their choice—including switching to an apprenticeship in another industry or occupation, switching employers within the same occupational focus as their industry of choice, and going back to a traditional general or college-prep high school environment.*
- *They want to be assured of having a high school diploma upon completion of the first two years of an apprenticeship that has, at a minimum, equal value as the existing high school diploma.*

One of the clearest and most emphatic attitudes that students had toward the proposed youth apprenticeship program related to their desire to keep exit options open. Students were concerned about having to live with wrong choices. What happens if a youth apprenticeship turns out to be wrong for me? What happens if I decide to switch from a science-related apprenticeship to an office or business-related apprenticeship? What happens if I like my apprenticeship path but I don't hit it off with my employer? Can I graduate from high school with the same status as my non-apprenticeship friends if I quit the program? Can I complete my college prerequisites (especially foreign languages) while in a youth apprenticeship program?

Some of these attitudes are related to the novelty of youth apprenticeship. Students liked what they heard but, understandably, couldn't find an immediate fit with their own high school and post-high school plans in the context of the two hour discussion.

But both parents and students suggested 'constantly changing your mind' is a defining quality of American youth. As much as parents would like to see their children follow through on choices and commitments, they believe that young people often lack the maturity to make tough decisions and the dedication and drive to stick to choices. They took some blame themselves: "How many parents haven't worked for a year here and a year there because we don't like this job or that job, and keep changing our mind until we found what we are really happy with?"

Overall, some apprentice experience is still better than none at all. One father said, "I don't see that it would be a problem if you let kids have an out. I mean, if you have a year of experience in a pre-engineering program and you want to switch to a medical field, that's okay. You'll still have a year's worth of credit and experience in the pre-engineering. You are still ahead of the game! Right now, we are giving kids nothing!"

Another father thought that flexibility and exit points were good. "It's a lot better than graduating from college, getting into a field and then saying 'I hate this.' You might as well find out you hate it in 11th grade or 12th grade."

Observation #15. Students want to keep their postsecondary choices open—ideally, students want to be able to choose (a) a continuation of the youth apprentice program for two additional years; (b) entry into a area technical school program that may or may not be related to their two-year youth apprenticeship; (c) entry into a four-year college; (d) entry into a traditional apprenticeship; or (e) finding and holding full-time employment, either related to or separate from their apprentice experience.

Students want to keep a full four-year college option open—and they question how they will be able to pursue the apprenticeship and still meet college prerequisites like foreign language or advanced mathematics.

Students even spoke of committing to an apprenticeship path only after an initial period of a 'trial marriage' where they could better evaluate their choice of industry and occupational focus and assess if their employing company were 'the right fit.'

Other positions centered on whether an 11th grader could make a good choice and stick with it. "Eleventh grade is not too young for a student to pick a focus," said one Ashwaubenon student. "You can use your choice to get a feel for the work and you can drop it or change it if you don't like it."

We specifically pointed out to students the tension that having a broad array of options could mean to the program: that designing the program for maximum flexibility might be a trade-off for having a truly focused learning experience in a single industry. Presented with this 'choice' students adhered to their preference for flexibility.

Parents realized the implication that a high school youth apprenticeship would have on higher education in Wisconsin. One parent noted, "You have to change colleges and the way they are thinking about schooling. They are going to have to understand the value of this kind of applied learning, especially the fact that it might make a kid better prepared than one coming from just academic prep."

Parents also strongly believed in designing a flexible program that allows for a series of choices after the first two years. A mother said, "I think after two years they should have the option to get out. Some will find that after two years in a certain field they have more potential than they thought they had, and should be able to go further. Some will feel it is too hard and need to pull back a bit."

Observation #16. Neither parents nor students believe 16 year olds are prepared to make a binding four year commitment to a youth apprenticeship program.

In discussion groups across the state, parents and students recognized that teenagers change their minds constantly. As one South Milwaukee mother put it "I think we're getting to the point where they change their minds like they change their socks—every day!"

Some parents believe students lack focus because they lack solid information about choices and are not required to make decisions. As one Menasha parent suggested, "the reason they can't make up their minds is because we're not asking them to. We're letting them go right through high school without forcing them to make any decisions." Parents who fall into this camp believe that stronger career exposure and guidance early in the high school years will provide students with a better sense of focus, enabling them to select a career path by the end of the sophomore year.

Other parents view their childrens' lack of focus as perfectly natural and believe that students should not be forced to make decisions earlier than they are comfortable with.

In either case, however, parents are extremely reluctant to commit their children to a youth apprenticeship program that lasts more than two years. A Menasha parent summed up the perspective of parents across the state well when she said, "I wouldn't allow my 16 year old daughter to sign a four year contract committing herself to be a medical technician, a ballerina, or anything else."

Parents' concerns were borne out by students' reactions to the idea of a four year program. Most students are scared of making a four year commitment in their sophomore year and would not even consider it. Most students are focused on graduating from high school and find it difficult to think beyond that event.

Students are also scared of limiting their options; many don't know what they want to do now and anticipate changing their minds several times before they decide on a career. A Green Bay senior agreed. "Thinking back to the way I was last year as a junior, I could never sign anything saying I would be involved with the program for three years or so. I have trouble thinking what I want to do next weekend much less three years down the line. Making that kind of commitment would bother me a lot."

Observation #17. Both parents and students support the idea of a two-year youth apprenticeship program with an option to continue for two more years if appropriate.

Parents and students in all regions of the state expressed a strong preference for a two year youth apprenticeship program with an option to continue for two more years if appropriate. As one Menasha parent put it: "How many of you know a 10th grader that's going to make a four year commitment to anything? I don't think you have any other choice but to build options into the program. After two years students should be given an option to get out."

A two year program is appealing to students because they believe it will expose them to a specific industry and provide valuable work experience without limiting options for future employment in other fields. Students and parents believe that by the end of the senior year

students should be able to decide whether they want to continue the program for an additional two years.

Observation #18. Both parents and students anticipate that the third and fourth years of a youth apprenticeship program would result in college credit or an associate degree. Articulation to a four-year college, while clearly desirable, is less important.

One essential feature of a youth apprenticeship program, especially one that is targeted toward students who are not necessarily bound for college, is that program participation would lead to college credits or a degree that could be transferred to a four-year institution at a later date. Wisconsin parents and students clearly expect that the postsecondary academic portion of the proposed youth apprenticeship program result in the award of formal college credits or an associate degree.

A Milwaukee parent noted "If you are going to spend two years of your life after high school gearing yourself toward something and now you want to go on to college, you have just wasted two years of your life if the credits don't transfer. A good portion of this program has got to be designed so it is transferable."

However, participants did not express the same level of expectancy concerning the articulation of a two-year degree into a four-year college program. Parents and students both placed high value on a two-year degree awarded from an area technical school, and saw such a degree as being a sufficient endpoint for the program.

A high school junior in Milwaukee summed up the feeling of his group when he said, "People stress college too much. You could be just as successful without college. If you go to college you will still be just another working person." Another student disagreed with that assessment, believing that "college gives you something to fall back on."

Most of the parents and students who favored a 'guaranteed' degree articulation had already stated their goal to obtain a four-year college degree—either for themselves (if a student) or their sons or daughters.

Program Operations

Observation #19. Students and parents from all group discussions value such high school activities as sports, band, drama and other extracurricular events—and do not want to sacrifice them in order to participate in an apprenticeship.

Organized sports are especially valued by students and parents, and it is clear that cutting off participation in after-school sports would eliminate a substantial majority of students from considering youth apprenticeship. Parents agree, stating very strongly that participation in sports was important to students and offered a valuable learning and maturation experience.

Students were especially protective of extracurricular activities. One student, clearly in the minority, believed that "students may say they don't want to give up sports, but they are really

doing the same thing now. It's a trade-off between sports and having money, and we already face this trade-off."

Parents believed that 'responsible' students who already have a direction would choose work over extracurricular activities. But others should be able to participate in band and sports because "it's the only time in their life that they get to do that sort of thing."

One Ashwaubenon parent stated, "This would be a valuable program, but I question where you fit in your school activities. Where do you fit in sports and other involvement? Those activities are very important to students. The teamwork that is involved is valuable. So is knowing how to lose in a game. Where does that fit in?"

Observation #20. Parents assumed that transportation during the first two years of the program is the responsibility of the school or the employer.

Transportation issues can be significant in designing a youth apprenticeship system. In some instances, students might actually attend classes in a magnet or specialty school outside their own 'home' district. Also, in order to provide the apprentice with a broad array of program choices, employers from across a community, city or region would be recruited as project partners. Both of these possibilities increase the difficulty for a student to commute easily between home, school, and work.

Parents assumed that, for at least the first two years (the 'high school' portion of the program), transportation will be the responsibility of the school district or the employer. Parents spoke of improved transit service, or special buses that ran defined routes between school and work to carry apprentices. They recognized their continuing responsibility for their own children to arrive on time at a certain location—most likely their local, home high school.

On the other hand, parents did not dismiss the idea that the apprentices and their families would be completely responsible for transportation, even if it meant owning an automobile and carrying car insurance. Nor did they seem to object that their children would probably drive longer and commute farther to work and school.

The Milwaukee students assumed that a city bus pass, already partially subsidized for their commute to high school, would be sufficient for transit to and from apprentice sites in the Milwaukee region.

Observation #21. Both parents and students expected the part-time work to provide some financial payment to the apprentice. But parents were not as concerned about the actual wage level—even advancing the idea of a fixed stipend rather than a market wage for the students.

Part-time wages may not be critically important for youth apprentices. Parents are more concerned about youth apprenticeship giving students a good education, providing a way for students to pick something they are good at, and the possibility of qualifying for a good job at the end. A South Milwaukee parent noted that "Money is nice, but if a student is into the program to make something out of it, then money is only secondary." Another parent from the

same group said that "Students shouldn't get a market wage—they aren't doing a market-level job, they are only learning."

Students differ slightly, viewing the part-time work component of youth apprenticeship as a great way to earn spending money, and even eventually earn enough to establish independence from parents.

Underlying the parents' attitude is a strongly held value that parents are responsible for providing financial support to high school-aged children.

Observation #22. Students and parents differed over how they would want to divide their time between work and school.

Students favored a part-day split—much like the current co-op programs—where students attended classes during mornings and worked during afternoons. Parents assumed that employers preferred to schedule longer blocks of time—three days of class and two days of work, or one week of work and two weeks of class, etc.

All understood that classroom scheduling would be at the convenience of the participating businesses, and that widely varying daily schedules would affect the day-to-day environment at school.

School Reorganization

Observation #23. Some students said they would be willing to transfer high schools if the youth apprenticeship program they want to attend is not offered at their high school; other students said they would be reluctant to transfer high schools in their junior year for an apprenticeship program.

Both students and parents recognized that it is unrealistic for every high school to offer a wide variety of youth apprenticeship programs. For example, if schools in a single community developed apprenticeship programs in eight different industry or occupational clusters, it may be unrealistic to think that each high school in the community could offer the classroom segment in each of the eight occupational areas.

Focus group participants said that it makes sense for high schools to specialize in one or two industry areas rather than spread their resources too thin. This, however, raised the question of school selection. Will students be able to transfer between high schools in order to enroll in the apprenticeship program of their choice? Should students be informed about apprenticeship programs in the eighth grade before they choose a high school? Will students be willing to change high schools mid-way to participate in an apprenticeship program?

Most students that had a position on this issue found no difficulty in opting to enroll in a high school that is different from their 'home' high school.

Observation #24. Milwaukee parents think it would be a good idea if each magnet high school offered a youth apprenticeship program in the school's area of specialization.

Because Milwaukee high schools are magnet schools, parents and students have to make decisions about which high school to attend when a child is in the 8th grade. Milwaukee parents said that they would like to know about the apprenticeship program each high school plans to offer when their child is in the 8th grade because the existence of a good youth apprenticeship program would influence which high school they choose to send their child to.

System Issues

School Staff and Administration

Observation #25. Parents expressed a negative attitude toward school administration. Parents do not trust local school administrators to design and implement a well-functioning youth apprenticeship program. Some voiced more generalized resignation that youth apprenticeship is too radical a change.

A high school parent asked whether the proposed youth apprenticeship program would be developed locally by school districts or mandated by the state. He gave voice to a concern that the local school system was not known to be responsive to strong collaborations with outside partners. He stated, "I've had my kids in six different school systems in this state and I've never met one that goes along with anything but their own ideas."

This concern was combined with the hope that youth apprenticeship would be different. Parents were most concerned that the program will involve a variety of employers from the beginning, in order to establish meaningful choices. In addition, several parents expressed an expectancy that the program would be mandated by the state—in order to assure participation by local schools and also to assure reasonably equal curriculum and work-related learning.

In summarizing his position on whether youth apprenticeship had a chance of working, one South Milwaukee parent favored implementing the program, but believed "I don't think you can get it off the ground. It has too many changes. Our system has been like this for a long time. We may see a version of this some day. But this? It's too far out."

Observation #26. Wisconsin parents and students have little faith in high school counseling departments and do not believe that high school counselors are currently capable of exposing students to the 'real world' of work.

In order for students to make a responsible decision to enter a youth apprenticeship in the 11th grade, students will have to be exposed to a variety of industries and occupations in the ninth and tenth grades. Parents and students were asked if they thought the high school counseling department should take responsibility for increasing career awareness in earlier grades.

Both parents and students in Wisconsin believe that students need to be exposed to the world of work much earlier than they are today. However, neither parents nor students believe that

high school counseling departments are the appropriate vehicle for exposing students to different career options and work environments. The majority of parents and students believe that the career counseling system will have to change dramatically before students will be prepared to make a decision about this kind of program by the end of their sophomore year.

Both parents and students expressed strong criticism of the current counseling system. As one South Milwaukee parent put it, "very honestly, I think the counseling system has gone down the toilet." Parents believe counselors are biased toward college-bound students and discourage rather than encourage students who are having trouble finding their way through school. "All my kid gets from his counselor is 'I don't have time, make an appointment, I don't have time to talk to you.' He's in the 10th grade and already feels like a failure."

Students complain that counselors show little interest in them until they reach the 12th grade and that the interest tests they administer are superficial indicators of what students are likely to be good at.

Observation #27. Students and parents do not believe that the existing high school teaching faculty would want to teach, or be able to teach, as part of a youth apprenticeship program.

The groups were uniformly critical of today's teaching staff, and were pessimistic that teachers would be willing or able to make youth apprenticeship work. Comments focused on the perception that the teaching profession is out of touch with the 'real world' and that teachers would resist changing their style of instruction to accommodate the classroom needs of youth apprentices. "Teachers will think of this program as a threat. They are used to teaching a certain curriculum."

One student's belief is representative: "Teachers would not be capable of teaching in this kind of environment. They would have to change a lot." Yet students also held the belief that teachers would resist changing. One high school senior stated, "When teachers went to college to learn how to teach, they were taught once and now they don't want to change." Another said, "Teachers want to take the easy way out. This is how it is and how it is going to be. They don't want to change their ways."

One South Milwaukee student thought that schools, and teachers, were already far behind in their approach to teaching. "When I go to work, everything is all computerized. It's technical. In school, it's still book and paper like it's always been. They need to bring this technology into the classroom."

A different focus of criticism came from a high school senior in Milwaukee who complained that her high school teachers had lost their faith in the students. The teachers, according to this student, "had an attitude that 'you're black and you're a woman—you already have two strikes against you.'"

It may be natural for students to express antagonistic views of their teachers, but we were not prepared for how much these same sentiments were echoed by the parents. One parent described teachers as being complacent, even uncaring, about improving. "There are some teachers who believe Wisconsin is a really well-educated state, and we do well in testing

compared to some states in the South. Teachers are going to say 'Why fix something that works?'" This statement was said in the group discussion that clearly believed the school system was not working.

Employer Participation

Observation #28. A few parents expressed concern about the motivations of employers who were interested in participating in a youth apprenticeship. Some parents believed that employers would use the apprentice training positions to access 'cheap, minimum-wage high school students' to displace adult workers.

One parent who was a union member objected strenuously to the proposed program because he viewed it as in conflict with traditional apprenticeships. He noted that an individual must already be employed full-time in order to bid on entry to traditional apprenticeship training. He believed that youth apprenticeship would reduce the number of traditional apprentice training slots open to 'adult' apprentices, and at the same time disrupt the status quo related to entry into apprentice training.

Every other parent who was a union member and/or had completed an apprenticeship in a traditional apprentice program was a strong supporter of the concept of youth apprenticeship. They especially noted the value of 'hands-on' learning from a master worker, and were favorable because of how youth apprentice training will include a strong classroom academic component. In end-of-discussion-group summaries, each of these parents expressed hope that the program would be in operation in time to include their own children.

Observation #29. Parents believed quite strongly that the employer community was not ready to fully participate in a youth apprenticeship effort.

Quite understandably, parents were much more conversant than the students in discussing job opportunities, wage levels, and the role of higher technical and academic skills necessary to be successful in a career. Students were conspicuously unaware of the working world outside the high schools—except for their casual part-time job experiences.

The parents were both skeptical and pessimistic that enough 'good' employers could be involved in youth apprenticeship to make the program a significantly better learning opportunity. Parents made a variety of comments that showed their recognition of developing youth apprenticeship as a systematic education option:

- "You're going to have to campaign to make this a priority among the businesses. It's so easy for them to say 'Oh, sure, we'll take another co-op student' but it's quite another to implement this thing the way you described."
- "You are going to have to have some kind of incentive for an employer to make the time commitment to this. The employer is going to have to have someone full-time dedicated to administer this and make sure it is working, and talk to the high school every day."

-
- "You are going to have to sell companies on this idea. Most employers prefer to have a person come in off the street that they can train themselves."
 - "You need to have lots of different employers involved in this from Day One. Otherwise, there won't be any real choice for students."

On a related concern, many parents questioned how the schools and the state would be able to involve smaller businesses in the program. They realize that smaller firms don't usually have the resources to afford to hire apprentices and provide the same learning that would be available in a larger employer. One parent wanted make sure the program could include smaller firms, since "a lot of us don't want to work for a big company."

Observation #30. Both parents and students agree that in order to successfully reach a large number of Wisconsin's young people, youth apprenticeship must be offered in a wide variety of industries.

Currently, the Department Industry, Labor and Human Relations, in cooperation with DPI and WBVTAE, plans to implement the state's first youth apprenticeship program in the printing industry. The printing industry is undergoing technological change and experiencing a shortage of skilled technical workers. Printing is a major Wisconsin employer, and printing industry employers have expressed interest in youth apprenticeship to address their labor force needs. Focus group participants were asked to share their impressions of the printing industry.

Wisconsin students did not express an interest in a youth apprenticeship program that focuses on the printing industry—probably because few students had ever considered working in printing and graphics, though several had parents, neighbors, or relatives who were involved in graphic arts or printing. Parents were far more aware of printing as a major industry within their communities, and believed that the major printing firms would be good participants in a youth apprentice program.

The parents held a somewhat mixed image of the printing industry: some saw certain printing industry jobs as having high wages, but most thought that the majority of work within printing plants or shops was comparatively low-skilled. However, the majority of parents acknowledged that the printing industry was vital to the state's economy.

In order to attract large numbers of Wisconsin's young people, additional industries will need to participate in youth apprenticeship programs.

IV. Recommendations

In General

Wisconsin should proceed with implementation of a state-wide youth apprenticeship system. There is strong support among students and parents for a new approach to learning in high school that combines classroom and work-based experience.

To successfully reach a large number of students, youth apprenticeship must be offered in a variety of industries. Students like the idea of combining work and learning in a single program, but the appeal of youth apprenticeship is not great enough to attract students to an industry they are not interested in. Accordingly, each school district should offer a number of industry-specific apprenticeship programs from which students can choose.

Recommendations Related to Program Design

Wisconsin schools must develop a much stronger career awareness and counseling system to prepare students for youth apprenticeship. Both students and parents believe career exposure and preparation should begin much earlier than it does today. In particular, schools should:

- ❖ Introduce students to the concept of youth apprenticeship through career counseling activities;
- ❖ Organize professional job and career counseling activities in ways that give non-college jobs and occupations status;
- ❖ Consider developing a system that allows job shadowing experiences (matching students with real workers at a workplace for a full day's exposure to work) for sophomores;
- ❖ Offer career exploration events during the second semester of the sophomore year that expose students to different industries and occupations through guest speakers, videotapes, field trips, and actual job shadowing;
- ❖ Utilize older students who can speak credibly about work and careers —e.g., use high school students to help counsel middle school students, and use recent high school graduates to help counsel high school students.

A 'trial marriage' for students should be built into the design of a youth apprenticeship program. Students are worried about making a long-term commitment to an occupational cluster or a single employer. A trial period will allow students who are uncertain to 'sample' youth apprenticeship.

Wisconsin should develop orientation programs to help administrators, teachers, and counselors adapt to the new curriculum, teaching, and counseling methods required by youth apprenticeship. Youth apprenticeship will not work without the support of school administrators and staff. Every effort should be made to solicit their investment and ownership of the program.

Every effort should be made to design a youth apprenticeship program that allows students to participate in some extracurricular activity. A youth apprenticeship program that precludes participation in sports and other extracurricular activities will face resistance from students.

Youth apprenticeship in Wisconsin should be designed with a variety of post-program options including an advanced two-year postsecondary apprenticeship program. Students and parents believe young people who attend a youth apprenticeship program should have clear exit points as well as many options after high school including full-time school, full-time employment, or advanced standing in an apprenticeship program.

The majority of youth apprenticeship programs in Wisconsin should develop related postsecondary programs that result in an associate degree or college credit. Many students will choose to continue their apprenticeship after high school. It is important to both parents and students that Wisconsin's area technical colleges recognize the postsecondary apprenticeship program by granting credit or a credential.

Wisconsin should develop some youth apprenticeship programs that are based on a '2+2+2' or '2+4' model where the high school experience serves as the preliminary years of a college-level curriculum. Many students who liked the idea of a youth apprenticeship also have plans to attend a four-year college. These students also value the idea of practical hands-on learning and applied academics but don't want to limit their postsecondary options.

Students who successfully complete each phase of a youth apprenticeship program should be awarded a competency credential that is recognized by employers. Students should receive competency credentials recognized by industry after two years in a youth apprenticeship and again after four years. This feature of the program is extremely important to both parents and students.

Recommendations Related to Marketing the Youth Apprenticeship Program

In the start-up phase of the program, it is essential to select industries and occupational clusters for youth apprenticeship that are exciting to students. Students want to work in industries with some 'sizzle.' They are intrigued by high technology, access to complex equipment, and opportunities for professional challenge.

Youth apprenticeship should be designed and marketed as a statewide program. Parents distrust programs that are designed and operated solely within local school districts. They want a guarantee that work assignments, standards for work-based learning, and program outcomes will be recognized by employers across the state and that the school-based program components will meet statewide guidelines.

Every effort to demonstrate employer commitment to youth apprenticeship should be made. Parents question employers' commitment to youth apprenticeship and worry that students will be a supply of cheap labor for employers. Program materials should emphasize employers' role in developing curriculum and structuring learning experiences in the workplace.

Youth apprenticeship should be marketed as a 'package' that weaves classroom instruction, part-time work, work-related learning, portability, and new credentials recognized by industry into a single program. Students are overwhelmed by the disconnected, ad hoc methods they must endure in picking high school classes, finding part-time work, and making choices for post-high school work or school. An integrated program holds significant appeal.

Youth apprenticeship should be designed and marketed primarily as a new and high quality learning opportunity. While students and parents value the opportunity for young people to work part-time in an industry, the appeal of youth apprenticeship for students and parents lies in skill development and career learning opportunities, not in wages.

Wisconsin schools should emphasize 'applied learning' as a pedagogical approach to teaching and learning. Students are hungry for practical skills and a different style of teaching that puts learning in a real-world context. The applied learning aspects of youth apprenticeship hold strong appeal for students.

The State of Wisconsin needs to clarify and articulate the role of its Tenth Grade Gateway Assessment, especially as it relates to program entry into youth apprenticeship. Parents and students were uniformly unaware of the general education examination that is now under development, and found it difficult to understand how mastery of that examination establishes a bridge to the practical and theoretical learning within youth apprenticeship.

Appendix F

WME**Wisconsin
Manufacturers
&
Commerce**

**Wisconsin Manufacturers
Association — 1911
Wisconsin Council
of Safety — 1923**

**Wisconsin State Chamber
of Commerce — 1929**

James S. Haney
President

James A. Buchen
Vice President
Government Relations

Susan B. Schneider
Vice President
Administration

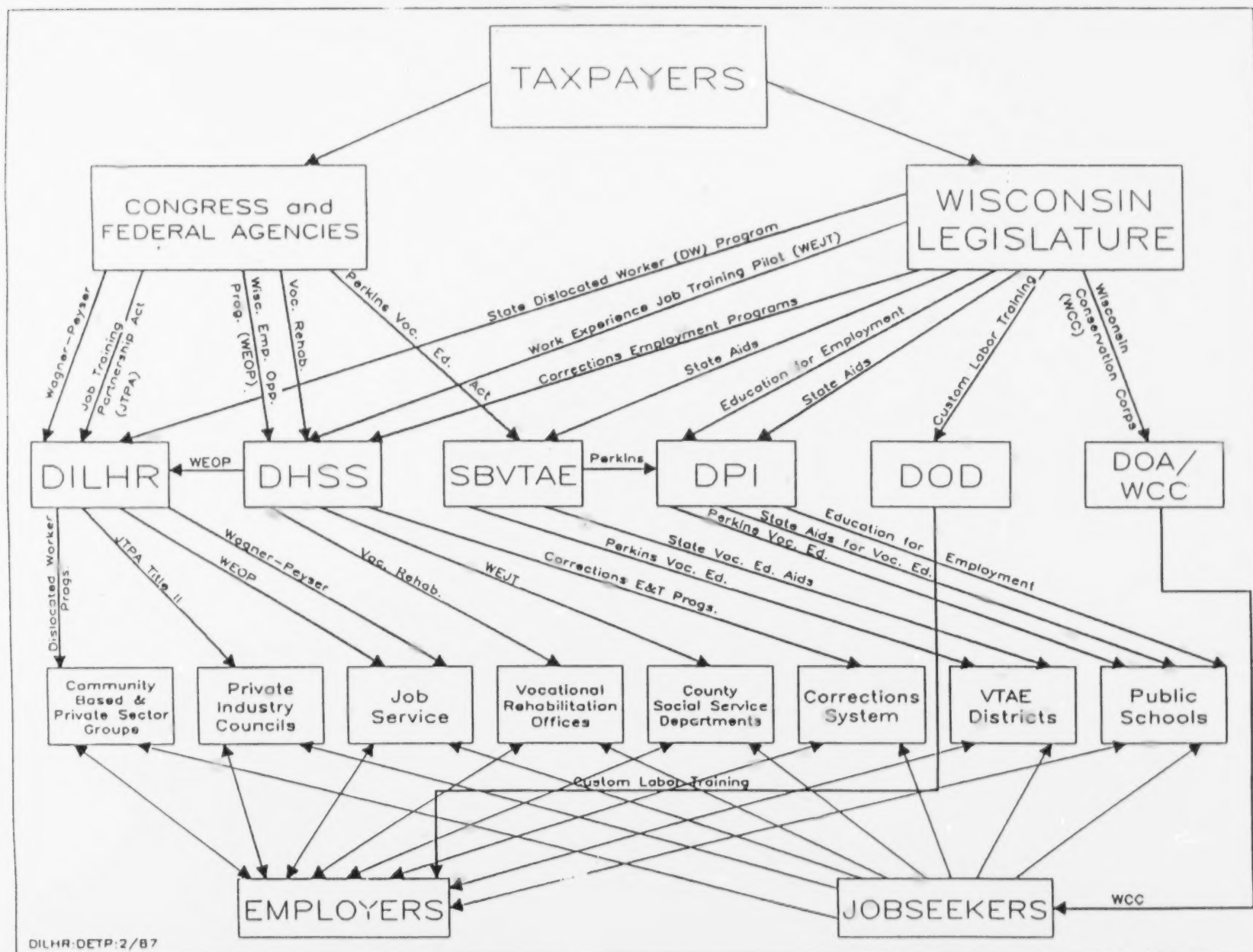
James R. Morgan
Executive Director
Membership/Education

Sources of Labor Market Information
(state only, national not included)

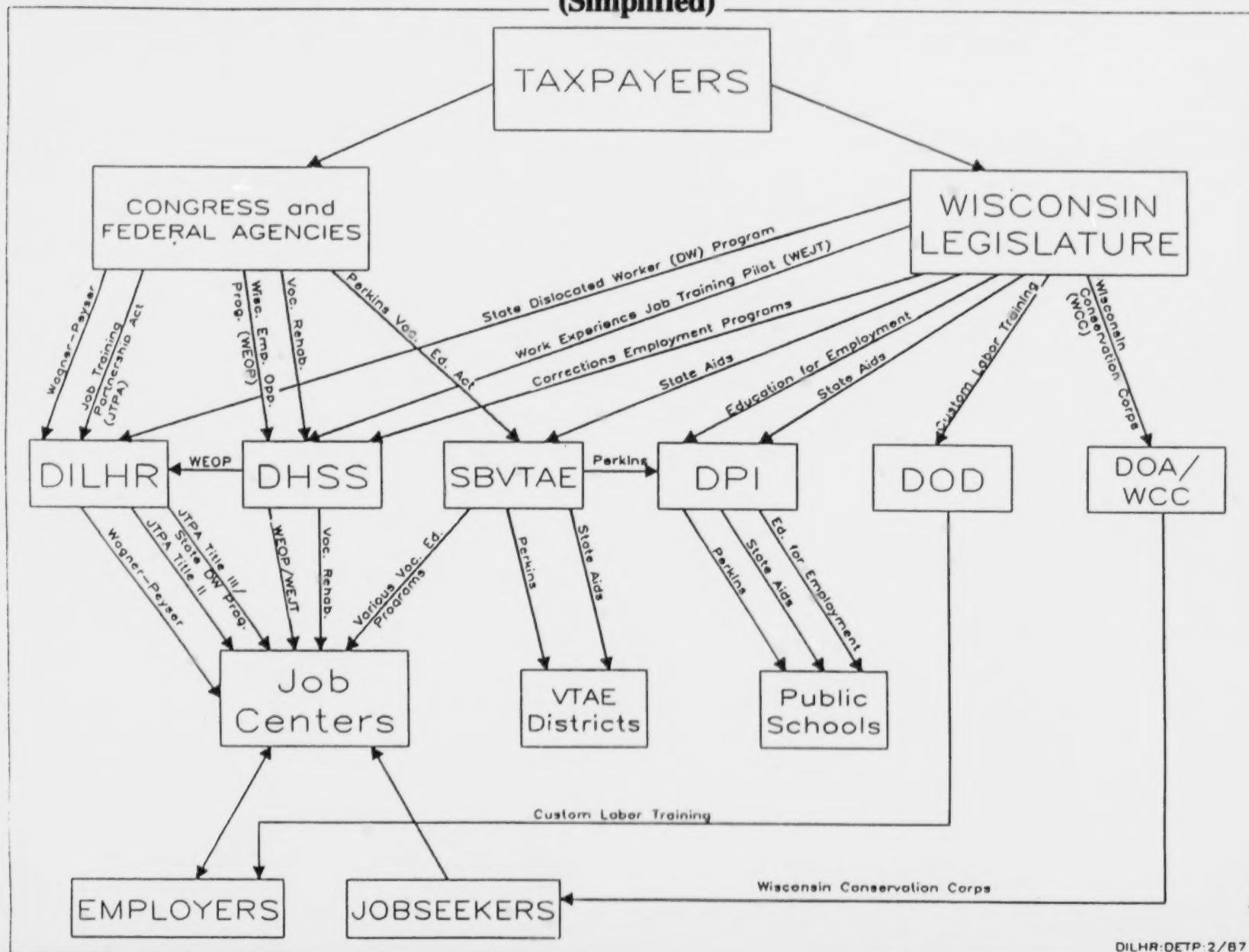
Wisconsin Vocational, Technical and Adult Education
Department of Industry, Labor and Human Relations (several sources)
University of Wisconsin System
University of Wisconsin Colleges
Private Colleges
Wisconsin Career Information System
Wisconsin Manufacturers & Commerce
Wisconsin AFL-CIO
Department of Agriculture, Trade and Consumer Protection
Department of Development
Forward Wisconsin
Department of Health and Social Services
Wisconsin Housing and Economic Development Authority
Local Chambers of Commerce
Private Industry Councils
Department of Revenue
Department of Employee Relations
Public Utilities - Economic Development Division
Applied Population Lab - UW-Extension

Appendix G

Current Wisconsin Employment & Training System (Simplified)



Proposed Wisconsin Employment & Training System with Job Centers (Simplified)



Appendix H

Source: DPA

Education, Employment and Training Programs

PROGRAMS AND FUNDING ESTIMATES

PROGRAM	\$ SOURCE	FY92 FUNDS
<i>WSBVTAE</i>		
Displaced Homemakers Program	State	\$733,500
Minority Retention Grants	State	\$567,000
Incentive Grants	State	\$7,332,700
Voc. & Applied Technical Education Act [a]	Federal	\$17,591,499
Adult Education Funds	Federal	\$4,686,103
Refugee Assistance ESL	Federal	\$140,000
SBVTAE TOTAL		\$31,050,802
<i>DH&SS</i>		
E/T Administration	State	\$678,700
Job Opportunities and Basic Skills (JOBS)	State	\$13,653,500
Learnfare Pupil Services	State	\$580,000
E/T Administration	Federal	\$2,002,300
E/T State Aids (JOBS) [b]	Federal	\$36,115,100
Homeless Programs	Federal	\$337,095
DVR Programs	Federal	\$36,100,000
DVR Programs	State	\$9,100,000
DH&SS TOTAL		\$98,566,695
<i>DILHR</i>		
Wagner-Paeyser/Job Service	Federal	\$14,235,000
JTPA Programs	Federal	\$39,472,345
Targeted Job Tax Credits (TJTC)	Federal	\$408,397
Wisc. Job Opportunity Subsidy Program	State	\$600,000
Youth Apprenticeship	State	\$150,000
State Apprenticeship Standards	State	\$655,000
Trade Adjustment Assistance Program	Federal	\$3,000,000
Veteran Services	Federal	\$3,341,000
DILHR TOTAL		\$61,861,742
<i>K-12 INSTRUCTION</i>		<i>FY90 Expenditures</i>
Vocational Education & Ed. for Employment [c]	Local/State	\$170,000,000
Counseling & Guidance [c]	Local/State	\$85,282,302
K-12 TOTAL [d]		\$255,282,302
TOTAL ALL PROGRAMS		\$446,761,541

[a] Funds are divided 55%/45% between VTAE and DPI -- DPI's share is \$8,466,177.

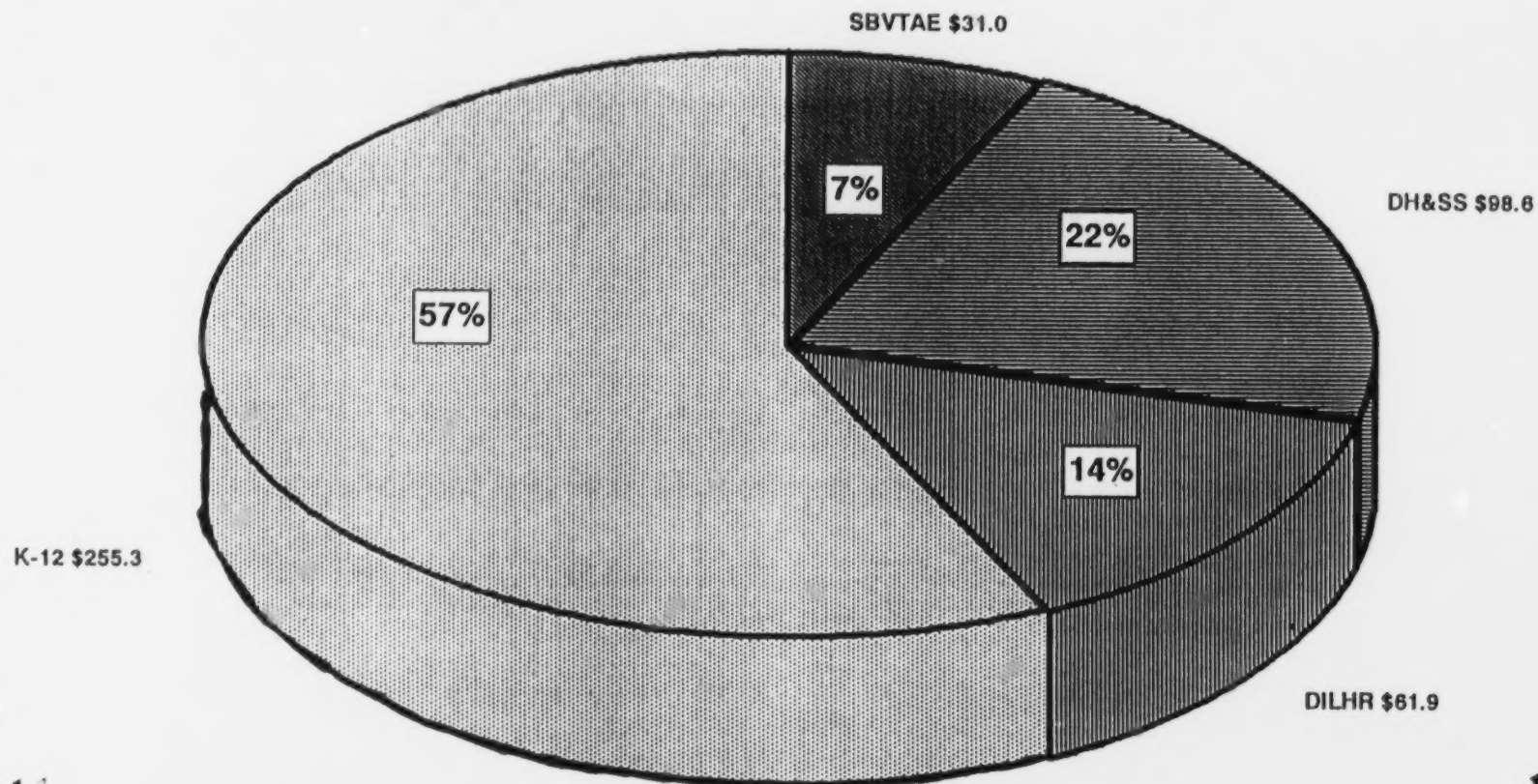
[b] Funding includes JOBS, FS E/T and Participant Daycare.

[c] Estimate based on School District Annual Report FY89-90.

[d] K-12 program funding summaries are based on FY90 expenditures.

EDUCATION, EMPLOYMENT AND TRAINING PROGRAM FUNDING

TOTAL ESTIMATED FUNDING FY92 \$446.8 MILLION



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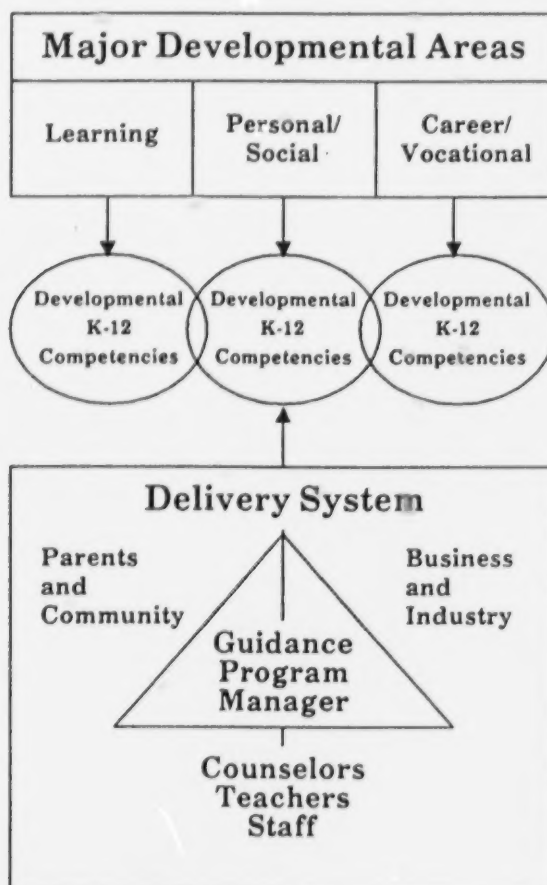
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Appendix I

The Wisconsin Developmental Guidance Model (WDGM)

The Wisconsin Developmental Guidance Model (WDGM) is designed to be a framework which integrates the multiple guidance services provided by counselors, other school staff, parents, business and industry representatives, and community members. The WDGM simultaneously illustrates 1) developmental learning, personal/social, and career-planning needs, 2) types of student competencies that must be attained to meet those needs, 3) possible providers and resources, 4) suggested activities, and 5) levels of resource organization and management required for comprehensive school guidance programming.



Level 3: Comprehensive Programming Excerpts

School Counseling Programs: A Resource and Planning Guide

1989 Reprint, Wisconsin Department of Public Instruction

Herbert J. Grover, State Superintendent

WDGM Design

The approach to providing school counseling programs presented in this model has been carefully designed, tested, and refined to be as practical and flexible as possible. School districts using the model to examine and strengthen their counseling and guidance programs should be able to access program needs and respond accordingly. The overriding goal of this model is to provide for pupils in grades K-12 a comprehensive, responsive school counseling program suited to their developmental needs as growing, maturing citizens.

The developmental stages of children and adolescents may be seen as a predictable series of progressive changes. These changes should lead forward rather than backward and there is a definite relationship between each state of development and those that precede or follow it.

Those reading and using the WDGM should think of school counseling and guidance in the context of a program intended to assist pupils with learning readiness, school adjustment and school achievement, career development, and goal setting. Such a school counseling program must be:

- K-12 in scope,
- based on the developmental needs of pupils,
- preventative in nature,
- managed and coordinated so that it is an integral part of the total educational program, and
- formed around a delivery system with counselors at the core and the services of others integrated into a total program.

The WDGM delivery system is structured to clearly show the relationship of resource providers to a comprehensive program.

In a comprehensive program, the counselor is at the core of the delivery system. The classroom dimension expands that system. In addition, the efforts of the school staff, community members, parents, and business/industry representatives are coordinated into a program that meets the developmental needs of all students.

The WDM Process and Local Implementation

The Wisconsin Developmental Guidance Model establishes a process approach to the formation of a K-12 guidance program. Staff in each school district will undertake this process with a set of current programs, available resources, and educational philosophy uniquely their own. The process approach makes it possible to tailor the model to the needs of each district and yet stay within a framework that will produce a comprehensive, developmentally based K-12 guidance program.

The WDM framework can help school district personnel to successfully implement their program. The framework shows local district personnel how to fully utilize available human and material resources to establish a comprehensive K-12 developmental guidance program.

Resources for Building a Comprehensive Program

Guidance as an articulated program is the major responsibility of school counselors trained to meet the developmental needs of the maturing child. Their training gives school counselors the knowledge and skills necessary to provide the unique service of counseling. It also enables them to facilitate systematic delivery of a planned program, based upon the attainment of developmental competencies, that will assist all pupils, regardless of race, sex, exceptional educational need, economic status, or size and location of the school they attend.

The Wisconsin Developmental Guidance Model (WDM) provides a structure that integrates the services of the school counselor with those that can be provided by other educators, pupil services staff, parents, and community members. The more resources there are available, the larger the number of strategies and techniques that can be used.

The WDM implementation process encourages maximum participation of all those involved in helping children and adolescents grow and develop. Emphasis is on the local school district and the unique resources that can be tapped as the guidance program becomes increasingly comprehensive.

The Role of the School Counselor

School counseling and guidance programs help all students answer the questions, Who am I? What can I become as a person? and How can I contribute best to society? In their design and operation, these programs help to improve the learning environment through active involvement of students, staff, parents, community members, and others who influence student development.

School counseling and guidance programs are coordinated by school counselors whose professional identity is derived from a unique preparation grounded in the behavioral sciences, with training in clinical skills adapted to the school setting.

School counselors help all pupils by establishing individual, group, and classroom contacts with them, collaborating with teachers, and coordinating with other school or community guidance resources. The clinical skills and knowledge base of the counselor are most effectively used if effort is directed in an organized way toward making the school, the teachers, and the curriculum sensitive to those aspects of personal development most associated with life success.

Counselors serving different school populations function differently, due primarily to variations in the developmental stages of students and in school organization. Whatever the setting, however, counseling and guidance are functions integral to the school that are maximized when counselors collaborate with others.

The Functions of the School Counselor

COUNSELING	COLLABORATING	COORDINATING
● Provide for all students a systematic K-12 competency-based guidance program focused on learning, personal/social, and career/vocational needs. ● Coordinate programs that use school/community partnerships to create an awareness of the world of work. ● Increase general awareness of children's developmental needs. ● Continually refine and develop a guidance program that will meet the needs of all students. ● Ensure through individual or classroom-based programs that developmental tasks will be addressed for all students.		

Resource Organization and Management: Involvement of Others as Resources

Other individuals in addition to the school counselor play an important part in the guidance of children and adolescents. Guidance programming in the WDGM formally involves these other individuals to varying degrees, sometimes as resources and sometimes as primary deliverers.

In the following chart, supportive roles have been delineated for school boards, superintendents, principals, guidance directors, classroom teachers, vocational education coordinators, vocational education teachers, special education teachers, pupil services staff, community business and industry representatives, and parents. As the comprehensiveness of programming increases, so must the involvement of others. This involvement must be coordinated, or the systematic approach to developmental guidance will be lost. The collaborative efforts of many are necessary to provide a comprehensive guidance program for all pupils.

Resource Organization and Management

RESOURCE	ROLE
School Board Member	Supports policies for delivering the guidance program as an integral part of the total educational process so that all of students' development needs are met.
District Administrator	Views all school personnel as having a part to play in an articulated developmental guidance program. Provides leadership for an active, ongoing guidance program. Requires accountability and evaluation of the progress toward goals, objectives, and developmental student outcomes.
Principal	Encourages staff members to upgrade skills and knowledge for implementing guidance programming. Encourages counselors to assume managerial role to facilitate the establishment of a developmental guidance program. Monitors program effectiveness for the goals, objectives, and developmental student outcomes identified in the WDGM.
Director of Curriculum	Works with guidance staff to plan, implement, and evaluate the comprehensive developmental guidance program.
Director of Guidance	Works with administration and supervisory staff to plan and develop the K-12 guidance curriculum. Assigns staff and coordinates all curricular guidance activities. Coordinates the guidance program and the resources provided by teachers, parents, and others. Promotes a comprehensive, pupil services model delivery system.

RESOURCE	ROLE
Psychologist Social Worker School Nurse	Are involved in planning, implementing, and evaluating the WDGM so that all students receive systematic guidance based on learning, personal/social, and career/vocational needs.
Vocational Education Teachers	Work with counselors and entire staff to ensure that all students receive instruction or information on occupations, employability skills, current job market, and interviewing techniques. Participate in the various activities of planning, implementing, and evaluating the guidance program.
Local Vocational Education Coordinator	Participates in planning, implementing, and evaluating the guidance program.
Special Education Staff	Work cooperatively with the guidance staff to provide information and suggest management strategies the regular classroom teachers can use.
Teachers	Recognize the value of developmental guidance. Use subject areas to assist students in developing personal/social, career, and learning competencies. Work as a team member to plan and implement guidance activities essential the overall development of students.
Business and Industry Representatives	Provide up-to-date labor market information, co-op and apprenticeship sites, and mentorships for all students.
Parents	Participate on the guidance committee that will facilitate implementation of the WDGM. Serve as mentors and models for classes.
Community Service Agencies	Participate in planning and implementation of a guidance program that includes services and activities provided by the community agencies.

WDGM Staffing, Facilities, Supplies, and Materials

Resource organization and management require staffing, facilities, supplies, and materials. The following chart shows the components needed to implement programs effectively.

Movement toward more comprehensive guidance programming will require more resources, but this does not always mean additional staff. Reallocation of time spent on clerical or quasi-administrative tasks, redirection of counselor time to coordination and consultation, and commitment of funds to technological advances in guidance will move the guidance program forward and be cost effective as well. The increased participation of teachers, other school personnel, and parents will also help move guidance toward comprehensive programming without requiring additional staff.

COMPONENT	CHARACTERISTIC
Staffing Qualifications	The guidance staff is qualified, appropriately licensed according to Department of Public Instruction standards, and serves all K-12 buildings in a district.
Ratios and Program	The counselor-pupil ratio is less than 1:250 serving all pupils in grades 7-12, in accordance with recommendations made by the American School Counselor Association. The counselor-pupil ratio is less than 1:400 serving grades K-6 in accordance with recommendations of the American School Counselor Association.
Clerical Support	Provisions for clerical and secretarial assistance for the guidance staff have been made at a ratio of at least one full-time clerical/secretarial position for every four full-time school counselors.
Leadership	The guidance staff, in conjunction with other pupil services personnel, are responsible for the development, coordination, implementation, and infusion of the guidance curriculum.
Program Definition	There are curricular guides that document ways in which developmental guidance is infused throughout the curriculum.

COMPONENT	CHARACTERISTIC
Scope and Sequence	Administrators, counselors, teachers, specialist personnel, and students are involved in planning and refining the total guidance program. In addition to fulfilling its role and function, the guidance staff acts as a change agent, focusing on changing the school to fit students' unique needs by participating actively in curriculum and staff meetings and other meetings dealing with educational mission. The guidance program is continued during periods when school is recessed. During this extension, emphasis is on pupil orientation, follow-up, evaluation, research, and parental involvement.
Fiscal and Material Support	The guidance staff, in addition to preparing its annual budget, applies for funds available from external sources such as federal programs for the purpose of furthering development of the guidance program by including innovative activities. A computer is located in the guidance center and is available for computer-assisted guidance and vocational planning. It is also used for the collection, storage, and maintenance of pupil data to assist with evaluation and long-range planning.
Facilities	The guidance center includes a conference and a multipurpose room. The guidance center includes a career center with printed resources and computer-assisted career information.

Planning and Implementation

Developmental Competencies and Resource Management

The following charts are intended to provide local district planners with a matrix which incorporates the K-12 developmental competencies, and sample activities and strategies that could be used to teach students about the competencies.

School and district personnel should bear in mind that each school district is unique. The strategies they develop to ensure that each developmental competency is addressed will differ from those of their colleagues in another district. Some districts may already have a strong program in place, while others may not yet have developed a systematic approach to guidance and counseling. Nonetheless, all districts can use the WDGM to assess their guidance program needs and how to move forward.

1. Elementary School Years

Children in elementary school have already begun to acquire learning, personal/social, and career/vocational competencies. To help them continue to develop in these areas, the WDGM describes specific, fundamental competencies that should be addressed through the framework of a developmental guidance program. The goal is to take a preventive, instructional approach by planning the guidance program around the competencies elementary school-aged children must acquire and by ensuring that program services will be delivered to all elementary students.

The strategies and activities listed are suggested ways to address the competencies. The exact programming format and delivery responsibility must be determined by each district as it goes through the implementation process and procedures. As the level of resources increases, the strategies and techniques become more comprehensive. The WDGM emphasis on prevention and utilization of available resources makes it a cost-effective approach.

Elementary School Learning Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

Levels of Resource Organization

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
● Understand the school environment and what is expected of students.	Meet with parents of all kindergartners. Explain guidance programs to students and parents.
● Understand strengths, abilities, and how to learn most effectively.	Provide staff in-service in learning styles and identification of same. Establish parent/community volunteer tutoring programs.
● Understand relationships among ability, effort, and the quality of school achievement.	Secure staff agreement on some cause and effect rules for the school. Get business/industry input on motivation of techniques and the value of work.
● Understand how to assess learning needs and where to seek help.	Train staff to clearly explain tests, report cards, achievement measures, and interest inventories to children and parents.
● Understand the process of setting meaningful school achievement goals.	Assist in developing programs illustrating the need to set goals; assist parents to help children set and achieve goals.

Elementary School Personal/Social Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
● Exhibit conflict-resolution skills with adults and peers.	Carry out staff development on positive conflict resolution methods as opposed to punishments.
● Exhibit respect for individual freedoms and rights of self and others.	Do staff development to ensure that individual freedoms and rights are examined through the curriculum.
● Understand the consequences of actions for self and others.	Promote classroom visits by police or judges. Organize day with senior citizens.
● Understand the influence that physical, emotional, and intellectual behaviors have on one another.	Work with staff to enhance understanding of how all aspects of children's development impact on learning.
● Be aware of own emotional, physical, and intellectual development.	Form groups to assist parents in understanding children's developmental processes. Sensitize staff to respect students' individual rates of growth -- emotional, physical, and intellectual.
● Learn to communicate with peers and adults in various home, school, and community settings.	Coordinate activities in school and out that encourage communication between children and those they need to be able to talk to.
● Exhibit positive attitudes toward school, family, and self.	Carry out staff development to encourage creation of a supportive, positive learning climate.
● Understand the concept of ongoing change in school, home, and community lives.	Recognize the rapid changes in technology and give students opportunities to see new machines.
● Understand and respect differences among people's cultures, lifestyles, attitudes, and abilities.	Coordinate activities that encourage broadening range of acquaintances. Provide staff and community with opportunities to learn about various cultures represented in the school population.

Elementary School Career/Vocational Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
● Acquire knowledge about different occupations and changing male/female roles.	Provide mentorships for students who are interested in specific occupations.
● Become aware of personal interests and preferences	Coordinate community efforts that allow students to pursue their vocational interests outside of school.
● Learn how to cooperate and coexist with others in work and play.	Carry out staff development to promote cooperation and not competition as a school philosophy.
● Understand what it means to work and how school work relates to future plans.	Coordinate relationships among labor and industry and school concerning curriculum that realistically meets the needs of the individual and society.
● Become aware of worlds beyond the immediate experience.	Provide staff in-service to illustrate the need to be aware of self in order to relate well with others.

2. Middle/Junior High School Years

Children in middle/junior high school have unique developmental needs. This time of life brings much of the physical, emotional, and cognitive growth and change that human beings go through. To assist students with this growth process, the WDGM addresses age-specific competencies that are the foundations of a developmental guidance program.

The strategies and techniques listed in the following charts are suggested ways to address the competencies. Exact programming format and delivery responsibilities must be determined by each district staff as it goes through the implementation process and procedures.

Middle/Junior High School Learning Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
• Develop internal academic motivation.	Develop incentive partnerships with local business/industry to promote academic performance.
• Develop good study skills.	Work with parents to enable them to assist their children with study skills and homework.
• Develop a sense of the future and how to move toward it.	Carry out staff development on importance of student obtaining a future/goal orientation.
• Understand strengths and abilities and how to learn most effectively.	Do staff development on learning styles and adapting teaching strategies to meet the needs of students.
• Exhibit problem-solving skills.	Provide information for parents and others on the importance of problem-solving skills.

Middle/Junior High School Personal/Social Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
● Understand physical, emotional, and intellectual growth and development.	Assist staff to plan human growth and development classes. Assist parents with growth and development issues.
● Develop self and social self-concept.	Work to help parents and teachers understand the importance of a positive self-concept and how to foster it in all children.
● Understand and develop peer relationships.	Assist staff in developing curricular offerings which deal with interpersonal relationships.
● Exhibit positive attitude toward school, family, and self.	Carry out staff development on creating a positive school climate.
● Learn to communicate with parents.	Assist staff to model good communication skills.
● Learn to cope with life's pressures, challenges, defeats, and successes.	Plan staff development on stress reduction and recognizing excess stress in students.
● Learn to deal with ongoing changes in personal and academic life.	Provide information on changes in the work world and how to be prepared for them.

Middle/Junior High School Career/Vocational Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
● Understand decision-making skills.	Provide staff development on how decision making can be incorporated into all curricular areas.
● Learn to cope with transition in school, home, and community lives.	Work with teachers, parents, and others to assist students in transition periods.
● Become informed about alternative education and vocational choices and preparation for them.	Coordinate community resources to make all students more fully aware of vocational choices and the education required for them.
● Relate personal interests to broad occupational areas.	Carry out staff development activities on interests, occupational choices, and career development.
● Understand and use communication skills.	Provide staff development on requiring good communication skills in all subject-area classes.
● Learn human conflict management with adults and peers.	Do staff development on positive conflict resolution methods.
● Learn that sex role stereotyping, bias, and discrimination limit choices, opportunities, and achievement.	Promote a career day featuring parents and community members who work in traditional and nontraditional careers.

3. High School Years

High school is the gateway to further education for some students and the last formal educational experience that others will have. The WDGM competencies take into account the important choices that student must make during their high school years and lists the skills they will need as they mature educationally, personally, and vocationally.

The strategies and techniques described in the charts are suggested ways of helping students acquire the competencies. Programming format and delivery responsibilities must be determined by each school district staff as it goes through the implementation process and procedures. Once again, as the level of invested resources increases, strategies and techniques become more comprehensive.

High School Learning Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
● Understand learning abilities and how best to apply them.	Do staff development on learning styles and adapting teaching strategies to meet needs of students.
● Become informed about self through assessment techniques.	Assist staff to gain a better understanding of standardized tests and the impact they have on students.
● Learn to set realistic goals and develop strategies to reach them.	Provide staff development to stress need for students to set goals and methods of helping them do so.
● Understand the school curriculum and the impact course selection will have on future plans.	Assist staff as they develop and articulate curriculum across the district.
● Understand the school environment and what is expected.	Utilize business/industry members to speak on the relationship of school and work.

High School Personal/Social Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, And Business/ Industry.
● Understand physical, emotional, and intellectual growth and development.	Assist staff in developing curriculum which addresses all areas of development.
● Learn to cope with change and plan for the future.	Do staff development on the impact of change on students. Get input from business/industry on technological change and the future.
● Learn human conflict resolution skills with adults and peers.	Do staff development on individual differences and dealing with them in the classroom.
● Understand and appreciate one's own capabilities and those of others.	Involve school/community with Special Olympics or other similar activities.
● Understand personal relationships and how to establish and independent identity.	Do staff development on understanding students' needs for independence and good personal relationships.
● Take responsibility for personal decisions.	Secure community/school collaboration to publicize importance of making informed decisions about contemporary issues.

High School Career/Vocational Competencies

Sample activities are illustrative only. Each district can use local resources, materials, and ideas.

COMPETENCIES	KEY ACTIVITIES Shared by Counselors, School Staff, Parents, Community, and Business/Industry.
● Understand and develop decision-making skills.	Assist staff in incorporating decision-making skills into their curriculums.
● Understand the world of work and its expectations for employment.	Assist staff to incorporate work-of-work expectations such as punctuality, responsibility, and accountability into the classroom.
● Become informed about educational/work alternatives.	Provide staff development on postsecondary educational and work alternatives. Encourage parent involvement as students explore educational work alternatives.
● Understand continuous changes of male/female roles and how this relates to career choice	Assist staff to gain understanding of how societal attitudes impact on male/female role development.
● Develop the interpersonal skills necessary for harmony in the work place.	Do staff development on how interpersonal skills are essential for all students as they enter the world of work.
● Become informed about up-to-date employment opportunities during and after high school.	Coordinate community resources to give students opportunities to learn of numerous and varied careers. Provide mentorships for students in areas they wish to explore.
● Form tentative career goals and strategies to reach them.	Assist staff to develop curriculum that will help students set career goals and strategies to reach them.
● Understand lifestyle preferences and relate them to occupational interests.	Assist staff to incorporate information on various lifestyles and occupational interests into the curriculum.